

BIENNIAL MESSAGE
OF
WILLIAM LARRABEE,

GOVERNOR OF IOWA,

TO THE

TWENTY-THIRD GENERAL ASSEMBLY.

FEBRUARY, 1890.

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BIENNIAL MESSAGE.

Gentlemen of the Senate and House of Representatives :

The constitution makes it the duty of the Governor to convey to the General Assembly information concerning the condition of the State, and to recommend such legislation as he may deem expedient. While now discharging this duty, I also place before you the reports of the various state officers and boards, giving detailed accounts of their official transactions during the last biennial period.

Divine Providence has been most propitious to our people during the past two years. We have been blessed with bountiful crops, good health and general prosperity. We have been free from all calamity and social disorder, and we have much and indisputable evidence of the intellectual and moral advancement of our people. To you has been delegated the law-making power, and upon you rests the grave responsibility of preserving, as far as it is in the power of legislation, the high standing of our State.

Iowa capital, which for several years sought speculative investments beyond our borders, realizing the magnitude and stability of our resources, is fast returning, to aid in the building up of our industries and the enhancement of our commerce. Schools and colleges are multiplying throughout the State, and both church and society stand upon a higher plane than ever before.

FINANCES.

The report of the Treasurer of State shows that the financial condition of the State is better now than it has been for the past six years. Since July, 1883, the State has been paying interest on outstanding warrants. This floating debt reached its maximum in 1886, but has been steadily reduced ever since, until at the close of

the last biennial period its amount was only \$39,388.33. The following table exhibits the increase and decrease of this debt since its beginning:—

June 30, 1883.....	\$ 16,450.00
January 5, 1884.....	414,966.47
January 3, 1885.....	672,528.56
January 2, 1886.....	817,837.35
January 1, 1887.....	797,719.00
January 1, 1888.....	546,912.80
January 5, 1889.....	469,589.12
June 30, 1889.....	39,388.33

The receipts of the State during the period ending June 30, 1889, were as follows:—

From counties.....	\$9,919,381.33
From insurance companies.....	149,288.48
From railroad commissioners' tax.....	13,578.00
From state officers (fees).....	74,023.16
From telegraph and telephone companies.....	35,171.57
From miscellaneous sources.....	50,282.91
Transfers from temporary school fund.....	51,854.41
Balance from last report.....	20,393.95
Total.....	\$3,313,973.81

The disbursements during the same period were:—

State Auditor's warrants redeemed.....	\$3,341,603.56
Interest paid on warrants.....	66,273.91
Refund of insurance tax.....	914.67
Cash balance on hand.....	5,181.67
Total.....	\$3,313,973.81

The total assessed value of taxable property at present is \$522,567,477. From this should be deducted \$6,058,068 for tree exemptions, leaving \$516,509,409 subject to assessment.

The Auditor estimates the receipts of the current term at \$3,152,057, and the expenditures at \$2,521,280. Both estimates appear to be quite conservative. Consequently \$630,777, the surplus indicated, may be relied upon as available for such improvements as are thought desirable. The total amount of special appropriations asked for by the various state institutions is \$1,203,550. Many of these demands are absolutely necessary. About \$100,000 will be required during the term for finishing the capitol and putting the grounds in order, which should be delayed no longer. The

soldiers' monument will also call for a liberal appropriation, whenever it shall be deemed expedient to begin the work.

It will not be possible to grant more than \$675,000 for special purposes without incurring debt, which should not be permitted in any event. The available funds will therefore be less than one-half of the aggregate of the amounts asked for; and the duty devolves upon you to so adjust, with the means at your command, the claims of the various state institutions as after due consideration the best interests of the State may seem to require.

Almost the entire surplus in any year accumulates during the first six months. The receipts of taxes from insurance, telegraph, and telephone companies, and nearly all the fees paid into the treasury by the Auditor of State, come in before July. Experience under the semi-annual tax law shows that fully sixty per cent of all direct taxes are paid during the same period. Of the treasury receipts during the last term, \$2,085,777.77 was paid in during the first halves of the two calendar years, and \$1,207,802.09 during the two last halves. For the last six months of the year 1890 the receipts cannot be expected to do much more than meet the expenditures authorized by existing laws. It should also be remembered that the year in which the General Assembly meets always takes from the treasury at least \$125,000 more, exclusive of special appropriations, than the other fiscal year. Starting with these data, it is found that, while the receipts of the first year of the present fiscal term may be put at \$1,626,621, the expenditures for ordinary purposes, including those on account of the session, will be \$1,325,000; making the surplus, June 30, 1890, about \$300,000; which is not likely to be increased during the remainder of the year. Whatever amount, therefore, is appropriated for special purposes, not more than \$300,000 of such amount should be drawn from the treasury before the year 1891.

STATE INSTITUTIONS.

The reports of the various institutions give a fair account of the work done by them. These institutions are in excellent condition and are performing, with a large measure of efficiency, the parts assigned them respectively, whether educational, eleemosynary, or reformatory.

There is at present very little of the friction commonly, and perhaps inevitably, attendant upon the management of such institutions. There is considerable inequality in the compensation of officers that

ought in some manner to be corrected. As a step in that direction, I suggest that all orders or resolutions of the respective boards fixing salaries of officers should be approved by the Governor before becoming effective.

A table of the amounts thought desirable by the several boards, for improvements in their respective institutions, is given in the appendix. The General Assembly cannot grant all that is asked, but it should make reasonable appropriations for all necessary improvements, bearing in mind the importance of keeping the aggregate expenditure absolutely within the State's income. Nothing is gained, but much is lost by anticipating revenue. The rule to keep out of debt, which is good for the individual, is even more so for the State. I recommend that a fixed annual amount be allowed to each institution for repairs and contingent expenses. This would obviate the necessity for making appropriations for such purposes at every session.

Last year I employed Mr. J. W. Rich, of Vinton, to visit all the institutions of the State, except the penitentiaries, and make an examination of their business methods, records, accounts and vouchers. I also had him examine into the administration of jails, poor-houses, and county asylums for the insane. In the state institutions the records were found quite satisfactory, the forms good, and the vouchers properly filed and preserved. Greater care should be taken, however, in the auditing of bills and in accounting for supplies, and invoices of stores should be made more frequently by those responsible for the management. Many of the county jails are damp, ill-ventilated, and defective in construction. In these buildings, as well as in the county asylums for the insane, there is pressing need for improvement.

HOSPITAL FOR THE INSANE AT MT. PLEASANT.

There were admitted into the Hospital for the Insane at Mt. Pleasant from July 1, 1887, to June 30, 1889, inclusive, 753 persons. The number of patients whose names were taken from the rolls during the period was 701—512 males and 189 females. Of these 225 were discharged as recovered, 177 as improved, 192 as unimproved; and 107 died. The institution is well managed, the discipline among the employes is excellent, and complaints on the part of patients are extremely rare.

The last General Assembly appropriated \$15,000 for the purchase of 240 acres of land, to be added to the hospital farm. With this

addition the farm now contains 580 acres; it furnishes all the vegetables needed for the institution, and supports a herd of cows sufficiently large to provide the hospital household with milk. A boiler-house has been built and supplied with five new boilers, and the kitchen has been extended. The industrial building, the appropriation for which did not become available until July 1, 1889, has been completed since the filing of the trustees' report. Among the principal appropriations asked for is one of \$15,000 for a larger auditorium. The present facilities for chapel service and social gatherings are entirely insufficient, and the improvement recommended by the trustees is heartily seconded by the visiting committee. Appropriations are likewise requested for a cold-storage room, a slaughter-house, an ice-house, fire-pipes and apparatus, a new engine and a conservatory, and for improving the grounds and walks. The trustees also estimate that the minor repairs of the hospital will in the future necessitate an annual appropriation of \$5,000.

The receipts of the institution during the term amounted to \$259,-848.49 in the support fund, and \$61,250 because of special appropriations; all of which came from the state treasury, except \$5,499.75 collected by the steward. The disbursements exceeded the receipts by \$275.39, which deducted from the balance at the beginning of the term, leaves the balance at the end of the period \$1,503.83. During the term this institution drew from the treasury for support only \$14 per month for each inmate, except for the two quarters immediately following the removal of patients to Clarinda, when \$15 per capita was called for.

HOSPITAL FOR THE INSANE AT INDEPENDENCE.

The number of patients in the Hospital at Independence was 791 at the beginning of the biennial period; the number admitted during the period was 630; the number discharged as cured, 163; as improved, 215; and as unimproved, 153. The number of deaths was 124, thus leaving 766 patients in the hospital at the close of the term.

For seven quarters the trustees drew for the support of the hospital at the rate of \$14 per patient, while for one quarter, owing to the transfer of 130 patients to Clarinda and Mount Pleasant, they were compelled to draw the maximum allowance of \$16 per month. The general health of the inmates was better than ever before,

and the policy of the superintendent to allow them the greatest liberty of movement compatible with safety and good discipline has been productive of the best results. The rear center building has been finished and the chapel enlarged. A cast iron water-main has also been laid to connect with the water-works of the city of Independence, and the board of trustees has entered into a contract with the city by which the latter is to furnish water to the hospital for a period of ten years at a cost of seven cents per one thousand gallons, with water for the extinction of fire free. One hundred and eighty acres of land has been added to the hospital farm at a cost of \$6,485.75.

The receipts of this institution for the term were \$304,235.43, exclusive of balance at the beginning of the term, and the disbursements amounted to \$313,389.23, as follows:—

Receipts—

From private patients for board and clothing,.....	\$ 2,823.46
Proceeds of articles sold,.....	6,917.55
Premium on indorsed warrants,.....	833.76
State treasury, including \$48.66, interest on warrants,.....	293,600.66
Balance at beginning of term,.....	12,251.80
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	\$316,487.23

Disbursements—

For support,.....	\$282,083.19
For repairs and contingent expenses,.....	8,373.66
For improvements,.....	22,932.38
Balance at close of term,.....	3,098.00
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	\$316,487.23

The farm now comprises 580 acres, and not only furnishes healthy employment for a large number of male patients, but also promises to reduce, to a considerable extent, the cost of supporting the institution. The trustees ask for an appropriation of \$10,000 for an electric light plant. The electric light is giving excellent satisfaction in those state institutions where it is in use, and its introduction into this institution would be, in my opinion, highly advisable. The requests of the trustees for various minor appropriations are also entitled to your earnest consideration.

HOSPITAL FOR THE INSANE AT CLARINDA.

The Twenty-second General Assembly created a board of trustees for the new hospital at Clarinda, and authorized that board to

assume the duties of the board of commissioners. It also appropriated \$82,000 for the completion of the buildings commenced by the former board, and \$20,000 for furnishing the hospital and equipping the farm.

The report of the trustees contains itemized statements of the amounts expended under these appropriations. The buildings so far completed consist of the administration building, containing the offices and quarters of the superintendent, assistant physicians, steward, and other officers; the supervisor's department; six wards for males, large enough for about 200 patients; and the kitchen department, which building at present contains also the engine and boiler room, the electric light machinery and the laundry. Upon the completion of the buildings in December, 1888, the institution received by transfer ninety male patients from Independence and 126 male patients from Mt. Pleasant. To these were added six patients from Mercy Hospital at Davenport, thus making a total of 222 patients at the outset. Owing to the necessarily limited accommodations of the institution, it was not thought advisable to open it to female patients for the present. The total number of patients received up to June 30, 1889, was 274. Of this number twenty were discharged and eleven died, leaving 243 at the close of the term.

The receipts of the institution amounted to \$123,517.98, of which \$750 was derived from collections and rents and \$255.98 from articles sold, and \$122,512 came from the state treasury. The expenditures amounted to \$133,720.37, of which \$24,975.76 was charged to support, \$82,001.57 to construction, and the remainder to furnishing the building and equipping the farm. The support fund stood overdrawn at the end of the term by \$10,207.78; which was met by the July allowance from the state treasury.

The commissioners expended, before going out of office, and after their former report was made, \$687.14, which amount was chiefly derived from the renting of lands and sundry sales. When they surrendered the institution to the board of trustees, there was a balance of \$3.68 in their hands.

The trustees recommend that the present law be so amended as to transfer the business management of the institution from the superintendent to the steward. It is urged that the professional duties of the superintendent require so much of his time as to make it impossible for him to give the business department that attention which it should have to insure good management. This opinion is also entertained by the Visiting Committee. The rapid increase of

patients in our hospitals may eventually make a separation of the medical and business departments in all of them advisable; and the proposed change might with profit be tried as an experiment in the Clarinda institution. The trustees ask appropriations for a boiler-house, an engine-room, electric light rooms, a smoke-stack, a chapel and amusement hall; for an additional wing for females, and furnishing the same; for steam heating; and for other purposes. The estimated cost of these improvements is \$311,000. There can be no doubt that the rapid increase in the number of insane imperatively demands an increase of hospital facilities, but it is for you to determine to what extent a due regard for the needs of the other state institutions will permit expenditures for such a purpose.

During the term the three hospitals drew from the state treasury, for support, the gross sum of \$543,659.98, and ninety-eight counties paid into the treasury, for the care of their insane, the sum of \$469,380.33, making the net disbursement from the general revenue \$74,279.65.

VISITING COMMITTEE.

The report of the Visiting Committee bears witness to the good management of our hospitals. The committee have carefully investigated all complaints made against these institutions, and have done much to increase the efficiency of employees as well as the vigilance of officers. They find, however, that most of the complaints are groundless, being only fancies of diseased minds. They speak highly of the quantity and quality of food served and clothing provided for the patients, of the care bestowed upon the sick and infirm, and of the excellent sanitary condition of these institutions. I desire to direct your attention to the various recommendations made by the committee, as the suggestions of persons who have familiarized themselves with the condition and capacity of these hospitals.

INSTITUTION FOR FEEBLE-MINDED CHILDREN.

The number of inmates in the Institution for Feeble-Minded Children at the beginning of the period was 331, and at the close 432. The trustees, in their seventh biennial report, show the institution to be in a prosperous condition. They completed during the term the new central building, constructed a boiler-house, workshop and coal-house, and made other valuable improvements. They

request appropriations for improved lighting, better hospital facilities, larger barns, more land, and improved grounds and buildings.

The receipts of the institution, including former balance, amounted to \$172,202.89, and the expenditures to \$167,579.70; of which \$123,624.91 was for support and teachers' salaries, \$3,000 for repairs, and the remainder for improvements made under authority of the General Assembly. There was paid from the state treasury during the term, for clothing the inmates of this institution, \$11,067.61; and there was received into the treasury from eighty-two counties, by way of reimbursement for this outlay, \$9,826.02.

It is the object of the State to afford the largest opportunity for the improvement of these feeble-minded children, and unremitting attention is required on the part of those who have charge of them. The brightening and developing mind that responds ordinarily to the efforts of the teacher of the young, and gladdens his heart, is here sadly wanting; and there is little to cheer him beyond the consciousness of faithful endeavor. The results reached in the educational and industrial departments of this institution are quite satisfactory. The reports of the trustees and superintendent are worthy of your careful consideration.

SOLDIERS' ORPHANS' HOME.

Nearly all the records of the Soldiers' Orphans' Home were lost in the fire which destroyed the main central building on November 10, 1887. There was also a change during the term in the membership of the board, two of the three trustees elected by the Twenty-second General Assembly resigning, and their places being filled by appointment. Moreover, the office of superintendent of the home was in succession filled by three different persons during the biennial period. Owing to these circumstances, the report of the trustees is somewhat incomplete, as far as it pertains to affairs antecedent to the present management. The whole number of children at the home on June 30, 1889, was 370, of whom 88 were soldiers' orphans, and 282 indigent children. The board and the superintendent of the home have been diligent in contributing to the mental, moral and physical welfare of its inmates. With wholesome and abundant food, tender care, and excellent educational facilities, the benevolent hand of the State is rearing these unfortunate children to healthy, useful and intelligent manhood and womanhood. It is certainly a wise policy that leads to a life of happiness and virtue these friendless children who otherwise might

be doomed to a career of wretchedness and crime. The receipts of the institution were \$67,111.07 for the support fund, \$4,500 for providential contingencies, \$31,836.24 on account of special appropriations, and \$100 from the sale of stone from the burnt building, making the aggregate receipts \$103,447.31; all of which was disbursed, except \$3,258.34, which remained to the credit of the various special funds. During the period, the support of indigent children at this home took from the treasury of the State \$52,452.51, and fifty-eight counties paid into the treasury on account of such support \$53,381.10. Of the appropriation of \$2,500 for kitchen and pantry only \$600 was used, it being thought inexpedient to spend more for that purpose on the temporary building provided for by the last General Assembly. The amount of \$879.15, building fund in the hands of the treasurer at the commencement of the term, was returned to the state treasury. The trustees request \$35,000 to build the main central building, \$10,000 to lay mains connecting with the water-works of the city of Davenport, \$5,000 to furnish an industrial building and provide for manual training, and \$12,700 for other purposes. I trust that the needs of this institution will receive your considerate attention.

THE SOLDIERS' HOME.

During the term 342 veterans were received at the Soldiers' Home; and there were 274 inmates at the close of the period. The readiness with which the feeble, crippled and homeless soldiers avail themselves of the comforts and facilities of this their home, demonstrates that the Twenty-first General Assembly acted wisely in establishing this institution. Good fare, clean beds, warm rooms, baths, and in time of sickness care and attention constitute both a welcome and deserved provision for the veterans of the armies of the Union. The report shows that the home has been well managed.

The Fiftieth Congress passed an act providing aid to state and territorial homes for the support of disabled soldiers and sailors of the United States. Under this act every state and territory having established a home for disabled Union soldiers is paid from the national treasury one hundred dollars per annum for each person cared for at such home. The federal aid received amounts to \$16,874.94, inclusive of \$2,940.54 received since the close of the term and not embraced in the Auditor's report of receipts of revenue. There is yet due from the federal government for the

last term \$2,759.46, withheld for want of a sufficient appropriation. The total expenditures for the term amounted to \$62,072.80, of which \$38,357.68 went for support, \$7,505.05 for salaries and wages, and \$16,210.07 for buildings, furniture, bedding, implements and horses. The receipts amounted to \$59,690, all from the state treasury. The balance in the treasury of the institution at the close of the term was \$11,984.33.

The surroundings of the institution have been beautified by the planting of shade trees, by the clearing of unsightly objects from the grounds, and by other improvements which give the place the appearance of a well-kept home.

The salary of the commandant of the home—\$1,200, as fixed by law—is inadequate. The board was extremely fortunate in securing the services of so competent a person as the present incumbent, but the fact that he has consented to serve for the salary named should not operate to prevent an increase of the commandant's compensation to an amount more nearly commensurate with the value of the services rendered by that officer. The institution should have a hospital separate from the main building, for which purpose the board asks \$25,000. A proper disposition of the sewage seems to demand an allowance of \$1,250. The construction of three cottages for officers is also urged by the commissioners, who ask \$7,500 for that purpose.

PENITENTIARIES.

The contracts for convict-labor will expire in 1892. Provision should therefore be made at the present session of the General Assembly for the future employment of the convicts. The law at present authorizes the warden and the Executive Council to let contracts for this labor. I know of no better method of utilizing convict-labor than that which obtains at present at the Fort Madison penitentiary. A reduced number of prisoners increases the cost of maintenance per capita, as certain fixed expenses cannot be lessened in like ratio with that of the reduction in the number of prisoners.

The whole number of convicts in the penitentiaries at the beginning of the period was 673. At that time there were also about 25 insane convicts in the state hospitals. At the close of the period there were 20 female and 584 male convicts, 30 of the latter being insane. In December, 1888, the criminal insane were transferred from the hospitals to the new building erected for them at Anamosa. Prior to that time, the number of criminal insane was

not separately reported; hence their number at the beginning of the period can only be estimated.

The number in confinement, June 30, 1889, was ninety-four less than at the beginning of the period, and was smaller than at the corresponding time in any other year since 1882. Nor was this due to any excessive use of the pardoning power, for during the four years ending January 13, 1890, executive clemency was extended to only 118 penitentiary convicts as against 182 during the four years preceding.

The number of commitments to the two penitentiaries for the period was 536. This is the smallest number of commitments in any biennial period since 1873. The reduction in the number of convicts in the prisons made the expense of supporting and guarding them \$13,371.51 less than during the previous term. If the number of prisoners continues to decrease in the same ratio in which it has decreased during the last four years, we shall soon have a prison for rent or sale.

The last General Assembly passed a bill to increase the time allowed to convicts for good behavior in prison, from which executive approval was withheld. I still think that under the present statute and the penitentiary regulations there is every inducement for good behavior in prison. What is more to be desired, is good behavior out of prison.

The discipline and general management of the Fort Madison prison have been excellent in every respect; and the appropriations made by the last General Assembly have been expended with care and economy. The sum of \$11,700 is asked for that prison, which includes the estimated cost of an artesian well. The institution also needs other improvements, if it is to be continued as a prison: the heating is deficient, and the ventilation very much so. The recommendations of the warden merit your attention. A contract for the labor of fifty men expired on the 1st of May last. To keep the men at work, a new contract was made with the same company for their employment until January 15, 1892. At that time all other contracts will terminate.

The warden paid into the treasury during the period \$14,013.34, the surplus of earnings from convict-labor, and had on hand at the end of the term \$27,190.88 of available resources, including contractors' notes not due.

This institution received during the term funds to the amount of \$156,057.14, and disbursed \$155,636.33, as shown below:

Receipts—	
From the state treasury,.....	\$ 64,435.08
Proceeds of convict-labor,	74,555.30
Proceeds of articles sold,	1,585.45
From counties on account of "safe-keepers",.....	305.88
From the United States,.....	169.24
Deposits by prisoners,.....	13,438.39
From visitors,.....	1,567.80
Balance June 30, 1887,.....	6,879.78
Total,.....	\$ 162,936.87
Disbursements—	
For support,.....	\$ 62,934.63
For officers and guards,.....	55,300.08
To convicts,.....	12,214.13
For transportation,.....	2,053.58
For library,.....	691.47
For repairs and contingent expenses,.....	6,707.00
For improvements,.....	1,087.10
To Prisoners' Aid Association,.....	575.00
To state treasury,.....	14,013.34
Balance remaining,.....	7,300.54
Total,	\$ 162,936.87

At Anamosa the large number of men who must otherwise be unemployed makes it a matter of urgency that an appropriation be made to enable the warden to keep the prisoners at work. It will be remembered that no permanent shops have yet been erected here and the labor of the prisoners can therefore not be leased. But there is enough yet to be done in the work of construction to keep the prisoners employed for years to come, if the means are provided for utilizing their labor. For this purpose the warden asks \$60,000. He also recommends that \$6,000 be allowed for contingent expenses and repairs; and that small appropriations be made for other purposes. Notwithstanding the increased cost of support per capita caused mostly by the great diminution in the number confined, and the necessarily additional expense of supporting the insane criminals, the warden was able, owing to the prudent management of the affairs of the prison, to

omit during the term no less than five monthly requisitions, which, at the usual computation, would have amounted to \$12,-748.29.

The building for the insane has been finished, and one ward of it has been assigned to female criminals, a great improvement being thus effected in the facilities for caring for these inmates of the prison. The appropriation for protecting the walls of the building for female criminals has been used, so far as it has been drawn, in bringing those walls up to the height of the first story; that being thought a practical way of securing the protection contemplated. This building should be finished at the earliest time possible, as the complete segregation of female prisoners is necessary for the maintenance of discipline. The criminal insane show marked physical and mental improvement, due to their large, commodious and well-ventilated quarters, and much outdoor exercise. Better hospital and bath-room facilities have also been provided.

The general health of the prison has been good. June 30, 1887, the number in confinement in the entire prison was 315, and at the close of the term 224.

The receipts of the Anamosa prison amounted to \$147,900.85, and the disbursements to \$150,605.68, as shown in the following table:

Receipts—

From the state treasury.....	\$ 138,578.05
From the United States treasury.....	933.00
From sales,.....	743.29
From hospital at Independence for stone cut.....	473.00
From visitors.....	858.40
From convicts.....	6,315.11
Balance June 30, 1887.....	9,035.13
Total.....	\$ 156,935.98

Disbursements—

For support.....	\$ 55,287.39
For salaries.....	54,209.08
For construction.....	30,778.35
For transportation.....	1,080.34
For library.....	792.68
For repairs and contingent expenses.....	1,672.47
For providential contingencies.....	96.12
To Prisoners' Aid Association.....	487.50
To convicts.....	6,111.75
Balance remaining.....	6,330.30
Total.....	\$ 156,935.98

It might be well to complete this prison, and, in view of the large diminution in the number of convicts, to authorize an effort to be made to dispose of the penitentiary at Fort Madison to the United States, a prison exclusively for federal convicts being now under contemplation. The site is quite a central one, and commends itself in many other respects, for such a purpose.

THE PRISONERS' AID ASSOCIATION

continues its work for the reformation of the criminal. The State is interested not only in the punishment of crime, but also in the career of the convict after he has satisfied the law. This association aims to make that career a credit to the man and a benefit to society. It seems to have been quite successful in its work during the past two years; and I commend it to your favor.

PARDONS, SUSPENSIONS, COMMUTATIONS, REMISSIONS.

During the biennial period I have granted 71 conditional pardons to convicts in the penitentiary, any of which may be revoked at the will of the executive. I have also granted during the period 6 commutations, 10 remissions, and 167 suspensions, the last including temporary suspensions in several instances where applications for pardon were pending. Five pardons, four suspensions, and one remission have been revoked.

CRIME.

The report of the Secretary of State relating to criminal convictions shows that during the twenty-two months that ended July 31, 1889, there were 1,945 convictions for crime, of which 755 were for felony, and 672 for violation of the prohibitory law. Of those convicted 514 were sent to the penitentiary. During the preceding period of two years the total number of convictions was 3,165, of which those for felony numbered 874, and those for violation of the prohibitory law 1,326; while the number receiving penitentiary sentences was 636. This indication of the decrease of crime cannot but be gratifying to all who have at heart the welfare of the State.

The statute, with merciful intent, attaches a light penalty to petty crime, and rightly so for the first offense; but for the second offense the penalty ought to be more severe. In other states it is punishable as a felony.

It would be well if counties more frequently provided employment for criminals under jail sentence. Statistics show that in those counties where such criminals are compelled to work the prison population is greatly reduced in number.

STATE INDUSTRIAL SCHOOL.

The number of inmates in the boys' department of the State Industrial School was 330 at the beginning, and 367 at the close, of the biennial term; at the girls' department the number of inmates decreased from 112 to 109 during the period. The general health of the school has been unusually good, and the results of its work are spoken of in the highest terms by the trustees. Many of the former inmates of the institution are now useful and respected members of society, and their lives bear witness to the good training which the school affords. This moral hospital renders excellent service to the State.

A new family building has been erected at Eldora, and both departments of the school have been provided with systems of water-works. Other improvements have been made, and the money appropriated for them has been expended with economy. It is the opinion of the trustees that better facilities should be provided for the instruction of boys in the mechanic arts. Such instruction is now limited to those industries which administer to the immediate wants of the school, such as the manufacture of shoes, clothing, and brooms, while other trades have to be neglected for the lack of means to employ competent instructors and supply the necessary material. The trustees also call attention to the urgent necessity for a chapel at the boys' department. The room which so far has been used for religious worship is entirely inadequate, and better accommodations should be provided for that purpose.

The receipts of the school were \$127,309.86, and the expenditures \$127,166.98, as appears below:

Receipts—

From state treasury.....	\$ 123,588.50
From shoe-shop.....	835.90
From articles sold.....	3,885.46
Balance of former term.....	4,188.73
Total funds.....	\$ 131,498.59

Expenditures—

For support.....	\$ 99,412.40
For repairs and contingencies.....	5,651.90
For improvements at boys' department.....	11,396.82
For improvements at girls' department.....	10,705.77
Balance June 30, 1889.....	4,381.61
Total funds.....	\$ 131,498.59

The total amount of appropriations requested by the board for the two departments of this institution is \$64,450.

THE PUBLIC SCHOOLS.

The report of the Superintendent of Public Instruction, presenting the condition and needs of the public schools, is unusually interesting. The school property, the number of teachers, and the average school attendance show a considerable increase. The number of children between the ages of five and twenty-one was 649,606 in 1889; the number enrolled in the public schools was 489,227, and the average daily attendance 304,856. The number of teachers reported is 25,793; the number of schools, 15,611; the number of school-houses, 12,879, representing a value of \$12,580,345. The permanent school-fund continues to increase, and amounts now to \$4,319,442. The expenditures for the year 1888-89 for all school purposes were \$6,848,128, or \$1,180,277 from the school-house fund, \$1,403,065 from the contingent fund, and \$4,264,787 from the teachers' fund. The average monthly wages of male teachers were \$37.52, and of female teachers \$30.37.

The Superintendent states that the law requiring instruction in the public schools concerning the effects of stimulants and narcotics upon the human system has been observed in nearly every school in the State. This instruction, contemplated to fortify the child against the formation of bad habits, promises great good to the cause of temperance.

The school laws of the State should be revised, simplified, and re-arranged for the benefit of those whose duty it is to administer them. Efforts should be made by those in authority to have the taxes levied for the support of the country schools produce as good results as are obtained in the cities and larger towns. There should be a more careful supervision of these schools on the part of county superintendents. The district schools will not attain their highest efficiency until competent inspection and supervision, by a system of reporting and by other means, are secured

for every school in the State. The cleanliness, ventilation, sanitary condition, and decoration of the school-house and grounds are matters of great importance. The school-room should have all the charms of the home and the fireside, while the grounds should be adorned with groves and gardens. The school-house sites, which in former days often were the barest places in the township, have been much improved by the planting of trees.

Many complaints are made that school-directors employ relatives as teachers. Such nepotism is always reprehensible, and should be discouraged in every department of district, county, and state government, as it almost invariably results in an inferior, and even more expensive, public service. County superintendents should be required to inspect the accounts of district treasurers. It is true that peculations on the part of these officers are not numerous, although about one-half of the taxes collected in the State pass through their hands; yet proper supervision would obviate many discrepancies originating in deficient book-keeping. Moreover, school officers should be prohibited from being interested in contracts.

In my opinion the time has arrived when corporal punishment should be abolished in our schools. It is a relic of barbarism, and, while it may in exceptional cases aid in maintaining discipline, its retention does infinitely more harm than good.

Iowa occupies the enviable position of having the best schools and the least number of illiterates, in proportion to population, of all the states in the Union, yet nothing but the greatest vigilance will enable us to hold it. Our schools will always be what we make them. They reflect the will and spirit of the people, and rise or fall to their standard.

FREE SCHOOL-BOOKS.

The arguments presented by the Superintendent in favor of free text-books merit your earnest attention. Since children cannot avail themselves of the educational advantages offered them by the State unless they are supplied with the necessary text-books, the public school cannot be said to be free to all until such books are supplied, like maps and other school apparatus, at public expense. Only then will the children of the poor be fully able to compete with those of the rich in the acquisition of such knowledge as is indispensable for the true enjoyment of life and the intelligent performance of the duties of a sovereign citizen of

a free commonwealth. The experience of other states has demonstrated that free text-books are productive of good results in securing attendance at school. I recommend that you pass an act making it the duty of boards of directors to furnish free text-books to all children attending public schools.

TAMA COUNTY INDIANS.

The number of Musquakie Indians living near Montour, in the county of Tama, is about 400. They have, like other ignorant people, strong prejudices and adhere with great pertinacity to their ancient habits and customs. They have made some progress in the art of farming, and they should, for their own self-protection, be encouraged to adopt our civilization. At present they afford a constant temptation to lawless persons for imposition, and their low condition on the other hand has a tendency to degrade our own people. Steps should be taken to compel their children to attend school. A wise and humane policy will not permit the red man to perpetuate his ignorance and helplessness.

THE UNIVERSITY.

The State University is in an unusually flourishing condition. The financial affairs of the institution and the strengthening of the faculty have had careful attention on the part of the board of regents. The changes made in the several faculties have brought about greater harmony among teachers and students, and developed an increased interest on the part of the latter.

The whole number of students enrolled in the various departments of the university was 552 during the first year, and 621 during the second year, of the biennial period. The attendance at present is 708. At the close of the last period the available balance in the general support fund was \$23,035.48; the receipts from all sources were \$148,908.64, making the total of available funds \$171,944.12. The total expenditures were \$81,060.42 for 1887-8, and \$84,549.34 for 1888-9, or \$166,509.76 for the period; leaving a balance of \$5,434.36.

The educational interests of Iowa are dear to our people; and there should be built up among us, as the center of those interests, a great school worthy of our commonwealth. We should have an institution where the best facilities for securing a liberal education are provided. There is no good reason why the State should sus-

tain a mere college, when we have a large number of such institutions supported by private contributions. Our university should be maintained on a higher plane, and its income ought to be sufficient to warrant the employment of the best instructors in all departments. It matters little how this income is secured, whether by levy of a special tax or by a fixed appropriation; but, from whatever source derived, the income ought to be permanent. I do not know how a quarter of a million dollars could annually be expended to better advantage in this state than in the support of the State University.

The constitution provides that the General Assembly shall encourage, by all suitable means, the promotion of intellectual, scientific, moral, and agricultural improvement, and a well-equipped university is the most efficient means to carry out this provision. The highest ideal of an educational institution, one that imparts instruction in every department of knowledge, should be kept constantly in view, and every citizen of Iowa should take pride in bringing our university in every respect up to such a standard. Steps should be taken to secure more grounds at an early day, so as to make provision for at least a thousand students. At the present rate of growth, it will not be long before the attendance reaches that number. Much improvement has been made in the surroundings of the institution. The people of Johnson county have made great progress in the extermination of the saloon, and they should persist in the good work until there is not a dram-shop left in the county.

Additional buildings are needed; among the most necessary being one for a physical and chemical laboratory, with equipments. The importance to the medical department of a convenient and well-equipped hospital can scarcely be overestimated, and the appeal of the board of regents for an appropriation for that purpose, in view of the inadequacy of the existing hospital facilities, is deserving of earnest consideration on your part. Appropriations are also asked for more commodious quarters for the homeopathic medical department, for additions to the library, for a bacteriological laboratory, for additional equipments in the engineering department, and for other purposes.

The permanent fund of the institution in June, 1889, aggregated \$226,899.16, being an increase of \$11,862.63 over the amount reported in 1887. The income therefrom during the period was \$31,119.76. Losses have occurred to the university fund to the amount of \$4,037, because of the mismanagement of its officers

prior to 1862. The constitution provides that losses to the permanent school or university fund shall be audited by the proper authorities of the State, and that the amount so audited shall be a permanent debt against the State. The legislature should provide for auditing this claim.

The joint committee of the Twenty-second General Assembly to investigate the charges made against the university state in their report that they gave all persons an opportunity to offer testimony almost unlimited in its scope. Two hundred witnesses were examined, and over 2,500 pages of type-written testimony taken. The committee report unanimously that they did not find any evidence of a legislative bargain, or that the regents had been extravagant or were actuated by other motives than a desire to promote the welfare of the university in making changes in the faculty.

The committee justly censure the practice of using funds of state institutions for paying lobby representatives to secure legislative appropriations. They also censure certain practices of the medical faculty in the clinics, and the methods of financiering adopted to build up the dental department; and they conclude by recommending that all moneys and credits belonging to the State University be covered into the treasury of the State. An appropriation should be made to pay the expenses of this investigation, which were not provided for by the last General Assembly.

AGRICULTURAL COLLEGE.

The receipts of the Agricultural College from all sources during the fiscal term amounted to \$182,136, exclusive of former balance, and the disbursements to \$179,263.94, as follows:

Receipts—

From endowment fund,.....	\$ 94,130.88
From United States government,.....	33,750.00
From sales by experiment station,.....	689.11
From sales by departments, etc.....	17,226.36
From students on account of diplomas, room rent, and hospital,	3,718.25
From state treasury,.....	12,000.00
From sale of notes falling due,.....	65.00
From rent of land belonging to donation fund,.....	6.40
From principal of loans of accumulated interest,.....	12,150.00
From sale of land purchased with same,.....	8,400.00
Balance on hand at beginning of term,.....	12,276.81
Total,.....	\$194,412.81

Expenditures—

For college department,.....	\$104,621.35
For experiment station,.....	34,291.13
On account of diplomas, room-rent, and hospital,.....	3,332.56
For improvements and repairs,.....	11,218.90
For investments and other purposes,.....	25,800.00
Balance at end of term,.....	15,148.87
Total,.....	\$194,412.81

The receipts from the sale of land during the term were \$60,843.61. The endowment fund, which at the close of the period amounted to \$649,396.16, is kept well invested, and by far the greater part draws 8 per cent interest. At the last meeting of the board, the rate on future loans was reduced to 7 per cent, it being found impracticable to invest the money now at a higher rate. The number in the last graduating class was forty-five, besides three who took a second degree. This is the largest class that has left the institution. The attendance during the last five years has averaged 296, or twenty-eight more than during the preceding lustrum, and for the last three years all students have recited in the regular college classes.

The experiments in horticulture and forestry at this institution continue with satisfactory results, in spite of the fact that many of the varieties of fruits and trees experimented with fail. It is certainly profitable for our people to learn what fruits are, and what are not, adapted to our climate and soil.

The board asks appropriations for improvements aggregating \$61,500. The institution is justifying every reasonable hope of its founders. It has been the aim of the management to conform to the requirements of the congressional act granting the college lands, and to impart instruction in studies pertaining to agriculture and the mechanic arts, as well as in military tactics. How well this has been done is shown in the report of the president.

I commend the college with its important interests to the care of the General Assembly. Few institutions occupy a higher place in the public regard; and I am persuaded that whatever is done by the legislature to enlarge its capabilities, better its work, and insure the safety of property and life at the institution will meet with the approval of the people.

THE EXPERIMENT STATION.

The experiment station contemplated by act of Congress, and by chapter 180 of the acts of the Twenty-second General Assembly,

has been established at the college, with Robert P. Speer as director. A tract of eighty acres has been assigned to the station and a substantial building erected for its use. An orchard of Russian and Chinese fruits has been planted, and many varieties of grains, grasses, and vegetables have been introduced. Farm implements have been tested, and many analyses of soils and agricultural products made. Experiments have been conducted in manufacturing sorghum, and in feeding cattle for the purpose of ascertaining the comparative value of the various kinds of feed. Breeding and dairy experiments cannot be prosecuted in a satisfactory manner for want of proper buildings, and these cannot be erected with the money appropriated by congress, but must be provided by the State.

The station expended during the term \$34,291.13; and received \$33,750 from the federal government, and \$689.11 from other sources.

NORMAL SCHOOL.

There were 541 pupils in attendance at the Normal School last year and 432 during the year previous, representing in all eighty-six counties. A gratifying feature of the growth of the school is found in the increased number of students in the higher grades. Teachers acquire the art of teaching only through thorough training, yet those who enjoy the benefits of normal instruction even for a short space of time are better fitted for their work by reason of that discipline. The unification of the work of the Normal School with that of the high school, which was suggested in the report of 1887, has been tried sufficiently to warrant the opinion that it increases the usefulness of this institution, while it is also of advantage to the high schools adjusting their work to the prescribed course. The president favors the extension of this system to district schools.

The moneys appropriated by the last General Assembly for specific purposes have nearly all been expended. A supply of pure water has been obtained from the works at Cedar Falls and the sewerage has been greatly improved.

It would be a just recognition of this school to carry out the suggestion of the president that authority be given for the issuance of state certificates to graduates who have proved successful in the school-room.

The receipts of the institution during the last term amounted to \$40,550, and the expenditures to \$37,494.27. The balance on hand is \$5,606.54. The sum of \$30,000 is asked for the teachers' fund, and

\$32,100 for repairs and improvements, during the current term. It should be borne in mind that the Auditor's estimate of the probable expenditures of revenue includes \$27,000 for teachers at this institution. A residence on the grounds for the president of the school is desirable. I also regard the introduction of an electric light plant here, as at every other institution which is otherwise lighted, as highly advisable.

While recognizing the great usefulness of this institution, I feel that it is only just to make here due acknowledgment of the excellent work which is being done by the several private normal schools in the State. Most of these enjoy a high degree of prosperity, and their influence is felt in almost every school-district in Iowa.

INSTITUTION FOR THE DEAF AND DUMB.

The trustees and superintendent report the Institution for the Deaf and Dumb in a prosperous condition. The average attendance was 270. The health of the inmates has been unusually good. The institution has been prudently managed, and may well be proud of having sent a proportionately larger number to the National College for the Deaf and Dumb than any other school. Great importance is justly attached to manual and industrial training in the education of the young; but more attention should, in my opinion, be paid to the teaching of articulation.

The receipts of the institution during the term amounted to \$135,691.55, and the expenditures to \$133,248.75, as shown below:

Receipts—

From state treasury.....	\$ 131,299.52
From other sources.....	4,392.03
Former balance.....	1,190.26
Total.....	136,890.81

Disbursements—

For salaries and wages.....	\$ 54,281.64
For current bills.....	69,006.03
For improvements.....	9,961.08
Balance June 30, 1889.....	3,642.06

Total.....\$ 136,890.81

The industrial departments are self-sustaining, and it is believed they can, upon the introduction of more machinery and tools, be made a source of revenue. The improvements for which provision

was made last session have been completed, and the institution is now lighted by electricity and is otherwise in better condition for doing its work. Appropriations, amounting in all to \$30,100, are asked for an extension of the dining-room, a cistern, a smoke-stack, a sewer, and closets, and for improvements in the industrial department and in the heating-apparatus, besides an annual allowance of \$1,500 for repairs. The purchase of two additional tracts of land, which are partly inclosed by lands now owned by the State, is also thought advisable by the trustees and superintendent.

COLLEGE FOR THE BLIND.

The total enrollment of pupils at the College for the Blind during the term was 206, while the largest enrollment at any one time was 177. Of the total number of pupils enrolled 99 were male and 108 female. Of those admitted during the term 35 were male and 31 female. All but one were natives of the United States, and 40 were born in Iowa.

The receipts for the term, inclusive of balance at beginning, amounted to \$76,536.48; and the disbursements to \$70,536.48, as follows:

Receipts—

From the state treasury.....	\$ 65,150.15
Tuition for pupils from other states.....	2,146.20
For clothing for pupils from other states.....	103.47
Proceeds of articles sold.....	2,831.54
Balance June 30, 1887.....	6,755.12
Total.....	\$ 76,536.48

Disbursements—

On account of current expenses.....	\$ 59,797.94
“ “ “ special appropriations of 20th General Assembly.....	391.56
“ “ “ special appropriations of 21st General Assembly.....	1,506.07
“ “ “ special appropriations of 22d General Assembly.....	8,840.01
Balance on hand.....	4,000.00
Total.....	\$ 76,536.48

The trustees report the buildings and grounds in good condition. Appropriations aggregating \$9,000 are requested for extending to the college the water-works system of the city of Vinton, for library and school apparatus, for bedding and furniture, and for contingencies and repairs.

A HOME FOR ADULT BLIND.

Under an act of the Twenty-second General Assembly I appointed a commission to examine the various institutions in other states in which the blind are employed in useful arts, and to report after due investigation upon the advisability of establishing in this state an industrial home for the blind. The report of the commission, which contains much interesting information, is herewith transmitted. The commissioners estimate that there are between fifteen and eighteen hundred blind in the State, many of whom are idle at their homes or in poor-houses, and dependent upon charity. It has been demonstrated that adult blind, if properly aided, can not only care for themselves, but become measurably efficient in augmenting the productive wealth of the State. The proposition to build such a home in Iowa is a worthy one, and should have your serious consideration.

THE STATE LIBRARY.

Mrs. Mary H. Miller was appointed State Librarian May 1, 1888, upon the expiration of the term of her predecessor. Since the last report of the librarian, 1,976 volumes have been purchased, and 1,320 have been obtained by donation and exchange; making a total addition of 3,296 volumes. The whole number of volumes in the library on the 1st day of July, 1889, was 34,324. Of the special appropriation of \$1,700 made by the last General Assembly, only \$1,410.48 was expended. The receipts from all sources were \$7,026.39, including appropriations. Of this, \$4,403.75 was expended; leaving a balance of \$2,617.64. The present librarian has prepared a complete catalogue of the library, with its contents arranged and classified under topics. Much attention has been given to enlarging the list of historical, literary, and scientific books; and the high standard of the law department has been maintained by large additions to the collections of important works. The librarian deems it important that at least \$500 be appropriated by the General Assembly towards completing our broken sets of the session laws of the various states and territories.

THE ALDRICH COLLECTION.

Mr. and Mrs. Charles Aldrich, of Webster City, several years ago presented to the State a valuable collection of autograph letters, manuscripts, and portraits, and have been adding to it ever

since. The collection is an object of great interest to the many visitors at the capitol, and will always be of great historical value to the people of Iowa, containing, as it does, autographs and manuscripts of nearly all the men who have been prominent in our state. Mr. and Mrs. Aldrich have made this collection at a great sacrifice of time and money, and while they are greatly interested in the continuation of their work, their generosity should be taxed no longer. It would be well to make an appropriation for the purpose of preserving and enlarging this collection.

STATE HISTORICAL SOCIETY.

The seventeenth report of the State Historical Society discloses an increased interest on the part of the public in the preservation of our historical documents. The society has added 400 volumes to its library, and acknowledges the receipt of 187 contributions from different sources. A very valuable historical record is published under its auspices, and is offered in exchange for similar publications and Iowa newspapers, which are filed for preservation. In view of the fact that the archives of the society are in their present place greatly in danger of fire, their early removal to the state capitol would seem advisable.

BOARD OF HEALTH.

During the last two years the Board of Health was called upon for advice and action more frequently than during any former period. This was due not so much to any special need of the board's intervention, as to a better apprehension of the character of its work, which commends itself more and more to public favor. Several outbreaks of contagious diseases, and especially of diphtheria, were reported from various portions of the State; but the prompt action of the local authorities, under the regulations of this board, in most cases prevented epidemics. I am persuaded that the hearty co-operation of the local authorities with the State Board of Health will almost invariably stamp out such diseases. But, as the secretary well says in the report, there are instances where local boards, because of influential interests, will not take the steps necessary to preserve the public health. Under these circumstances it might be well to give the state board authority, when it is shown that local officers are derelict of duty, to take such measures as are necessary to prevent the spread of the contagion and to remove its

causes; and it might even be advisable to give the board extraordinary powers for the suppression of the more malignant diseases, whenever these make their appearance in the State.

The expenditures of this board, including the salary of the secretary and his assistant, amounted during the term to \$9,899.58. I consider the compensation of the secretary inadequate for the work and responsibility of the position, and recommend that it be increased to \$1,500 per annum.

OIL INSPECTION.

The report of the State Oil Inspector shows that 337,831 barrels of oil were inspected and approved, and 926 barrels of oil and 90,592 of gasoline were rejected for illuminating purposes. The fees collected aggregated \$38,400.30. Several new districts were established and a number of additional deputies appointed. The inspector states that since the enactment of the inspection law there has been no serious fire resulting from the use of petroleum or its products, and expresses the belief that there is no well-established case of loss of life from the explosion of a coal-oil lamp. During the period the death of a child was caused by the breaking of a glass lamp in its hand, and two persons lost their lives through the careless handling of gasoline. I approve of the inspector's suggestion that the penalty for the first offense of selling uninspected oil be made sufficiently lighter to become cognizable in a justice's court, the penalty for second and later offenses remaining as it is now. The fee for inspection should be reduced, or all fees above a fixed sum should be paid into the state treasury.

PHARMACY COMMISSION.

The Commissioners of Pharmacy have done well the work intrusted to them. They have, with as little friction as possible, secured compliance with the laws which it is their duty to enforce. The druggists seem to be generally disposed to observe the letter and the spirit of the statutes governing their business, however onerous such observance may be. The report of the commissioners shows that, while not one-fourth of the applicants passed examination nine years ago, when such examination was comparatively easy, at present scarcely that proportion fails. To the extent that such a board raises the standard of the profession it supervises, it is doing a useful work. The advancement in the profession of pharmacy in

Iowa, during the past few years, vindicates the establishment of this commission.

I think it desirable that the statutes relating to pharmacy be amended. While permits for the manufacture and sale of intoxicating liquors should be granted with the greatest caution, honorable men who engage in the business should not be subjected to more rigorous restrictions than are necessary.

BOARD OF DENTAL EXAMINERS.

The whole number of registered and licensed dentists in the State is 547. Forty-five licenses have been issued during the past two years to graduates of reputable dental colleges, and thirteen permanent licenses have been granted to non-graduates who passed the required examination. Besides these, fourteen temporary licenses were granted. The receipts of the board from November 16, 1887, to November 15, 1889, were \$285.17, and the expenditures \$273.58, leaving a balance of \$11.59. The examiners recommend that the fee for licenses be increased from two dollars to not less than five dollars, and that fees for diplomas be correspondingly increased. The receipts of the board are at present so small as to virtually compel its members to perform their official duties without compensation.

NATIONAL GUARD.

Our National Guard consists of six regiments of eight companies each, with about forty men to each company. They are well uniformed, equipped with improved fire-arms and all necessary accouterments, and supplied with blankets, tents, and overcoats, and with saddles and bridles for officers' horses. The guard is officered largely by experienced soldiers of the civil war; and the rank and file is composed of the best young men of the State, who have an earnest desire to learn military tactics and art. It is in a high state of discipline, and is prepared to respond promptly whenever it may be called into active service. The encampments during the past two years have been unusually successful. For those held last year the Secretary of War detailed two companies from the regular army to encamp with each regiment, which proved of great service to both our officers and men.

The State disbursed during the term \$68,121.55 for the National Guard, and received from the federal government an allowance of \$11,000 per annum in military supplies.

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recommend the enactment of a law requiring all railroads to transport the National Guard, or any detachment or officer thereof that may be called into the service of the State, at a rate not exceeding one cent per mile.

INSURANCE.

The following is a statement of the insurance business done in Iowa during the years 1887 and 1888, as obtained from the Auditor's report upon insurance:

FIRE INSURANCE.

	1887.	1888.	TOTAL.
Amount of risks written,.....	\$192,864,100.00	\$300,879,216.00	\$393,743,316.00
Amount of premiums,.....	2,945,998.66	3,279,923.34	6,225,922.00
Amount of losses paid,.....	1,479,008.67	1,109,555.77	2,588,564.44

LIFE AND ACCIDENT INSURANCE.

	1887.	1888.	TOTAL.
Aggregate of policies in force,...	\$ 48,956,208.00	\$ 53,622,114.00	\$
Total of premiums received,....	1,052,894.51	1,291,850.99	2,344,745.50
Total of losses paid,.....	562,334.82	517,067.81	1,079,402.63

In addition 105 co-operative fire and tornado associations wrote in 1887 risks amounting to \$12,455,156.57, and paid losses aggregating \$75,044.81. In 1888, 114 such associations wrote \$15,055,893.48 of risks, and paid \$95,771.90 in losses. The total amount of their risks in force January 1, 1889, was \$59,517,176.60. The growing strength and popularity of these companies, furnishing as they do insurance at cost, must be a matter of gratification. It would be well, however, to require them to report their collections, in both cash and notes. It is believed that some so-called "farmers' mutuals" are really doing business like ordinary companies, without coming within the supervision of the Auditor of State or under the restrictions and obligations imposed upon the latter class of companies.

The associations authorized by the Auditor in 1889 to do life-insurance business on the assessment plan, numbered 27, of which 9 belonged to other states.

Fraternal organizations, having life-insurance as a feature of their polity, do fully one-third of the life-insurance business done

in Iowa to-day. It would be well to require such organizations to make annual reports to the insurance department, and to subject their accounts and methods of doing business to its supervision. The best managed of these fraternities are understood to be favorable to such supervision, and the others ought to be brought under it.

Iowa continues to be a fruitful field for the operations of insurance solicitors, and there is great necessity for vigilant supervision of their business. It should be the aim of such a supervision to keep from doing business here all companies that are not fully prepared to furnish the State with the evidences of solvency required by law, to make every policy of insurance all it purports to be, and to impart to its holder an unfailing assurance that it will be paid if it becomes a claim.

AN INSURANCE DEPARTMENT.

I renew my former recommendation that the supervision of the insurance business be intrusted to a separate department. The duty of looking after the collection and disbursement of the revenue is sufficient to keep the Auditor well employed. There is no natural connection between the insurance business and the auditing of public accounts. Placing this business in a separate department would insure for it better supervision, and leave the Auditor more time to attend to duties which properly pertain to his office. The amount paid for insurance is large, and as long as the State assumes to supervise the business, the people will rely upon the companies which have certificates from the state authorities. This imposes upon the State the responsibility of strict supervision.

To this department should likewise be intrusted the supervision of banks and the inspection of the business of building and loan associations.

BANKS.

There were in the State on June 29, 1889, 50 savings-banks with \$13,313,059.45 of deposits, and \$17,185,340.19 of resources. There were at the same time under the supervision of the Auditor of State 80 other banks, with \$7,651,708.40 of deposits, and \$13,170,103.14 of resources, making in all 130 banks, with \$20,964,767.85 of deposits, and resources amounting to \$30,355,443.33. This shows during the biennial period an increase of 13 in the number of savings banks, of \$3,267,610.99 in the amount of deposits, and of \$4,518,992.47 in resources; and of 15 in the number

of other incorporated banks, of \$1,650,045.37 in their deposits, and of \$2,893,796.73 in their resources. The total number of state and savings banks was 46 greater than on June 30, 1885, and their deposits amounted to \$9,650,905 more than on that date, an increase of 55 per cent in the number of banks, and of over 80 per cent in the amount of deposits. The total number of incorporated banks in the State in July, 1889, taking the report of the Controller of the Currency as authority for the statistics as to national banks, was 262, with \$18,214,143.12 of capital, \$45,590,321.11 of deposits, and \$72,344,310.22 of resources. July 1, 1885, the whole number of incorporated banks was 209, with \$14,696,043.12 of capital, \$30,275,568.59 of deposits, and \$54,095,875.21 of resources. The total increase in the four years was in banks 53, in capital \$3,518,100, in deposits \$14,674,270.14, and in resources \$18,248,435.01. This increase in deposits is greater by \$10,109,354.91 than that during the period 1881-85. There are besides about 460 private banks in the State at the present time, with capital and surplus amounting approximately to \$18,000,000.

In my opinion provision should be made by law for regulating the payment of bank examiners. It might also be well to extend to other banks the excellent regulations now on the statute-books concerning savings-banks.

ASSESSMENT AND TAXATION.

The assessed value of all property in the State as equalized is as follows:

Lands and town-lots.....	\$374,753,112
Railroads.....	43,591,410
Telegraphs and telephones.....	658,819
Personalty.....	103,564,136
Total.....	\$522,567,477
Exemptions on account of tree culture.....	6,058,068
Leaving subject to assessment.....	\$516,509,409

Personal property continues to escape bearing its share of the public burdens. While the assessed value of real estate has during the last twenty years been advanced about 70 per cent, that of personalty has increased only 44 per cent during the same period. It is true that personal property, when assessed at all, is ordinarily rated higher in proportion to its commercial value than real estate; yet on the other hand so much of it escapes the assessor that the

total assessed value scarcely equals one-fifth of the true value of the personal property held in the State. An effort should be made to remedy this inequality.

CITIES.

The cities of Iowa should be afforded every facility to enable them to make such improvements as the health and comfort of their inhabitants may demand. Sewers, paving, lighting, heating, water-works, and street railways are modern necessities, and much freedom should be given to large municipalities to avail themselves of these benefits; yet great caution should always be exercised in disposing of the franchises of cities.

COUNTY AND CITY INDEBTEDNESS.

As compared with other states, we have been remarkably fortunate in the financial management of our cities and counties. Most counties are entirely free from debt, and the number of cities and independent districts which are taking up their bonds is constantly increasing. The people of our state take a just pride in maintaining the highest standard of public and private credit and in carefully guarding the rights of property.

COUNTY TREASURERS.

While in general the collection of revenues is well managed, there have been several instances of negligence and faithlessness on the part of county treasurers. Persons having held that office for two consecutive terms should not be re-eligible thereto until at least four years have elapsed. Almost every case of defalcation on the part of a county treasurer is found to be the result of accommodations extended to friends, or of the personal use of public funds with the intention to replace them. The Governor should be authorized to examine in person or by his agent the books of any county officer whom he believes delinquent in the payment of moneys due the State, and to that end should be allowed a larger contingent fund.

SCHOOL-FUND.

I recommend that the law be so amended that the rate of interest on loans of the permanent school-fund made after July 1, 1890, shall not exceed 7 per cent per annum, and that the counties having control of such funds shall be charged only 5 per cent. The

counties are disposed to insist upon the maximum rate in making loans. Large amounts of private money, now loaned at 6 per cent, come in competition with the school-fund, and the result is that school-fund moneys lie idle or are loaned upon insufficient security.

I am advised that two tracts of school-land in the county of Fremont which were sold by the authorities of that county in 1874 have long since been washed away by the Missouri river. The unpaid part of the price of these lands was \$1,303.50. Since the sale the county has not received any payment of either principal or interest, while it has paid to the State, up to the present time, six per cent interest on the amount. It therefore asks that it be credited with the amount of principal thus lost and interest paid; and that the purchasers be released from their contract. I submit the matter for your consideration, and recommend that such relief be afforded as the facts shall be found to warrant.

WAR-CLAIMS.

Under the authority conferred by chapter 195, acts of the last General Assembly, I contracted with Gen. William W. Belknap for the collection of such war-claims against the general government as remained unallowed. Under this contract the agent has transmitted to me the sum of \$3,071.41, for which I hold the receipt of the Treasurer of State. It is thought that some \$5,000 more may be collected.

LABOR STATISTICS.

The Bureau of Labor Statistics gathered a large mass of information during the term, which is presented in a condensed form in the report of the Commissioner. The work of the bureau is becoming more popular, and answers to inquiries are much more readily obtained than heretofore. Abundant encouragement is thus given for continuing the work so well begun. Making the public familiar with the condition of the several classes of operatives has in itself a tendency to ameliorate their condition.

The report presents many statistics, both of individuals and corporations, that are worthy of study. They relate to the cost of living, to wages of both men and women, to farms and farm-labor, railroad employes, factories, mines, and stores, to savings-banks, and to assessment, taxation, and public expenditures. A very interesting table shows the strikes and lockouts, with their results, for a series of years. The answers of individuals to inquiries made

present a great diversity of views, and bring out many valuable thoughts and suggestions. The tables concerning savings-banks and the relation of wage-earners thereto are noteworthy. The replies to inquiries pertaining to the assessment of property deserve the attention of every legislator who desires to adjust equitably the burdens of taxation.

MINE INSPECTION.

The reports of the inspectors show that nearly all the mines are in a condition to insure the safety of the operatives. While safety appliances have as a rule been introduced wherever required, it has in a few cases been found necessary to resort to the courts to compel their introduction. During the period there were mined 8,181,785 tons of coal, valued at about \$11,500,000. Sixty-one persons lost their lives, and 162 were injured, by accidents in the mines. Many of these accidents are chargeable to the carelessness of the victims, but not a few were caused by insufficient propping. This is often a source of disaster for which the operators are accountable, because of not keeping within ready access the required supply of props. I commend to your favorable consideration the suggestion, made by one of the inspectors, that section 18, chapter 21, of the acts of the Twentieth General Assembly, be amended so as to require a quantity of suitable props to be kept close to the mine. The cost of mine inspection during the period was \$9,553.38, including the inspectors' salaries.

THE FISH COMMISSION.

The Fish Commissioner's report gives a detailed account of the work performed by him in both the propagation and distribution of fish and the enforcement of the fish laws. The Commissioner expresses the opinion that the present statutes are entirely inadequate for the suppression of unlawful fishing, and recommends that they be revised with a view to increase their efficiency. His recommendation that measures be taken to prevent the pollution of waters by manufactories should receive your careful attention. The total cost of the commission during the biennial period was \$4,461.65.

BOAT INSPECTION.

An act of the last General Assembly provided for the greater safety of passengers on board of sail and steam boats on the inland

waters of the State, and made it the duty of the Governor to appoint such a number of competent and suitable persons inspectors of boats as he might deem necessary. I accordingly appointed Elmer O. Henderson, of Dickinson county, A. H. Green, of Cerro Gordo county, and J. C. Bixby, of Pottawattamie county, as such inspectors. During the biennial term thirty-seven steamers and forty-five sailing vessels were inspected, and sixty-seven licenses were granted to engineers and pilots. The total amount of fees received by the inspectors for their services during the term was \$568.

THE LAND DEPARTMENT.

During the period lands pertaining to the various grants were patented as follows:

School lands (besides a town-lot),.....	23,798.87 acres.
University lands,.....	269.35 acres.
Agricultural College lands,	16,641.01 acres.
Swamp-land grant,.....	1,848.15 acres.
McGregor Western Railroad grant,.....	640.89 acres.
Des Moines Valley Railroad grant,.....	516.71 acres.
"Eads lands" (besides 22 town-lots),	160.00 acres.

Full payment having been made therefor, the island formed in the Mississippi river in front of the city of Davenport was patented to that city. Parts of two lots in the city of Des Moines, held on account of an old revenue defalcation, were also patented; and a tract in Johnson county, amounting to 70.54 acres, was certified to the Chicago, Rock Island & Pacific Railway Company.

Approved lists of lands pertaining to the various railroad grants were received from the general land-office during the term as follows:

Burlington & Missouri River R. R. grant,.....	80 acres.
Des Moines Valley Railroad grant,.....	40 acres.

Besides these a tract of 480.89 acres was patented to the State on account of the McGregor Western Railroad grant; and since the close of the biennial period the State has received patents for two small tracts pertaining to the same grant.

The report of the Secretary of State for the land department shows that during the biennial term the State also received patents from the United States for 1,848.15 acres of "swamp and overflowed lands", all of which were patented to the counties in which they respectively lie. Cash indemnity was allowed for 10,211.14

acres of this class of land, amounting to \$12,763.83. This sum I have received from the United States and paid over to the Treasurer of State.

The Secretary procured from the several counties complete lists of their unsold school-lands, including those obtained under foreclosure of mortgages. These amounted at the time of report to 40,417.10 acres, besides thirty-eight town-lots. Sixty-three counties have sold all their school-lands, and two others have nothing left but tracts obtained through foreclosures.

The treasurer of the university reported to the Secretary of State that there were yet unsold 2,595.96 acres of its grants. This institution also holds 441.45 acres of lands that were given to it by citizens of Iowa City. As there is no provision for patenting this class of lands, it would be well to authorize the issuance of patents when sales are made.

Many counties have disposed of their swamp-lands in return for improvements made or promised; the conveyance being made in bulk without description. Claimants under such conveyances are found attacking the titles of holders of lands under patents direct from the United States; the ground of such attack being the alleged swampy character of the lands claimed. As every tract of land in these counties which is held by patent of later date than March 3, 1857, may be made the subject of such a claim, it will readily appear that much annoyance may be caused to landholders. The fact that in most cases such claims would be held worthless upon investigation would not prevent their being advanced, since there is a strong temptation to force holders of government titles to pay something for quit-claim deeds. As the Secretary very pertinently suggests, a remedy should be provided for the abuses likely to arise under such a state of affairs. I would recommend that persons making claims of the character indicated be required, before beginning action, to give security for the payment of twice the amount of expense incurred in defending the government title, in case the claim is found to be a frivolous one, and that courts be given authority to award exemplary damages in aggravated cases.

During the past few years holders of lands under the college grant have been called upon to defend their titles against assignees of swamp-land titles. It seems only right that the college should defend the grant, but it has no funds which it can use for that purpose, and provision ought to be made therefor by the legislature. It might be well to make it the duty of the Attorney-General to appear for the grantees of college lands when their title is assailed.

THE DES MOINES RIVER LANDS.

Settlers upon the Des Moines River lands again applied during the past year to the State for intercession with the federal government in their behalf. Efforts were made to evict the settlers, which greatly exasperated them and even threatened to result in bloodshed. The Attorney-General went to Washington to present to the federal government his reasons why suit should be brought by the United States to recover title for the settlers. Pending the investigation of the case by the government, Judge Shiras, of the federal court, wisely issued an order suspending the evictions. On July 8, 1889, the Department of Justice ordered suit to test the title to these lands. Attorney-General Stone is entitled to much credit for the able manner in which he presented the case of the settlers, securing for them an opportunity to save their homes, which had been so long denied to them.

AGRICULTURE.

The last two years witnessed a larger yield of agricultural products than any other biennium of the State's history. The following table indicates that production:

Crop of 1888:

	Amount.	Value.
Corn, bushels,.....	321,269,962	\$ 73,974,891.00
Wheat, bushels,.....	19,314,000	15,744,340.00
Oats, bushels,.....	78,681,814	15,342,953.00
Rye, bushels,.....	1,954,890	781,956.00
Barley, bushels,.....	3,815,424	1,507,087.00
Buckwheat, bushels,.....	336,000	245,280.00
Irish potatoes, } bushels,.....	19,929,924	5,134,816.00
Sweet potatoes, }		
Sorghum sirup, gallons,.....	2,297,620	1,033,929.00
Grass-seed, bushels,.....	785,000	1,151,000.00
Hay, timothy, tons,.....	5,077,800	25,235,175.00
Hay, prairie, tons,.....	2,000,000	7,060,000.00
Flaxseed, tons,.....	2,365,750	2,514,982.00
Broom-corn, tons,.....	3,200	230,858.00
Total,.....		\$149,957,267.00

Crop of 1889:

	Amount.	Value.
Corn, bushels,.....	326,073,000	\$ 58,693,140.00
Wheat, bushels,.....	27,378,000	16,426,800.00
Oats, bushels,.....	113,946,000	17,061,000.00
Rye, bushels,.....	1,837,622	606,414.60
Barley, bushels,.....	4,362,316	1,134,202.16
Buckwheat, bushels,.....	33,000	20,160.00
Irish potatoes, bushels,.....	21,008,400	3,623,949.00
Sweet potatoes, bushels,.....	176,000	186,500.00
Sorghum sirup, gallons,.....	2,263,065	984,433.27
Hay, tons,.....	5,668,182	24,033,091.68
Hay, prairie and other (estimated),.....		6,500,000.00
Timothy-seed, bushels,.....	800,000	932,000.00
Clover-seed, bushels,.....	140,000	467,600.00
Millet-seed, bushels,.....	330,000	163,300.00
Flax-seed, bushels,.....	2,528,830	2,604,694.90
Broom-corn, tons,.....	7,730	587,480.00
Total,.....		\$134,060,735.61

The acreage of the foregoing crops is estimated at 17,563,200 acres, or one-half of the entire area of the State. The aggregate crop of either year exceeds that of any former year in the State's history. The annual average product of grain during the period is equivalent to six and one-eighth tons, and the annual yield of potatoes to nearly eleven bushels, for every inhabitant of the State. It is safe to say that no like area of the earth's surface has equaled in production the fruitful soil of Iowa during this period. The past few years have witnessed appropriate and suggestive exhibitions of the great products of Iowa's soil in the corn palaces at Sioux City and the blue-grass palace at Creston, representing as they did the wonderful resources of our soil, amply sufficient to provide every family in the commonwealth with a stately and comfortable home.

The last annual exhibition of the State Agricultural Society was the most successful in its history, the receipts being \$55,881.88. The society expended during the past year \$14,000 for improvements on the fair grounds, and has still a surplus of \$10,307.92 in its treasury. The annual reports of the society are very interesting, their value being especially enhanced by the secretary's crop reports, which are embodied therein.

Although the toil of the husbandman, our fertile soil, and a propitious season have combined to give us bountiful crops, it is a question whether our farmers fully share in the general prosperity of

the country. Through trusts and combinations the prices of many of the necessities of life are greatly increased, to the undoubted disadvantage of the farmer, who does not receive a just equivalent in the exchange of commodities. It is clear that this evil is aggravated by the incongruities of the present tariff; and tariff revision should be no longer delayed. The accumulation of funds in the national treasury is the fruitful source of many evils, and cannot be defended on any sound principle of political economy. The history of our country is the most powerful argument in favor of the protection of our industries, and a wise and patriotic policy will oppose every effort to degrade American labor. Yet, while the protective features of the tariff should be carefully maintained, undue protection should not be given to any interest. The duties on tea and coffee have long since disappeared, and those on sugar, rice, and other necessities should be removed before the internal revenue tax on luxuries is disturbed.

MANUFACTURES.

The best interests of Iowa require more diversified industries. People who rely largely upon one occupation will never accomplish the best results. The interests of all require that every encouragement be held out to manufacturing. By building up factories in our midst we do away with the long haul, and bring the producer and consumer nearer together. We import too many of the products of eastern mills and workshops, and export far too many of the products of our farms. Many of these are worked up in other states, to be returned and retailed within our borders. Our people thus lose the price of freight both ways, the earnings of the laborer, and the profits of the manufacturer and dealer. It is the duty of the nation to open to us every avenue of commerce. The early construction of the Hennepin canal, and the speedy opening of the Wisconsin and Fox River route, would afford valuable aid in securing low through rates for western products. Every saving in transportation adds to the value of our farms and factories.

HORTICULTURAL SOCIETY.

The State Horticultural Society is engaged in gathering and disseminating information as to the fruits best fitted for cultivation in the State, and renders valuable service to our people. Its work fully justifies the small expenditure incurred by the State on its account.

IMPROVED STOCK BREEDERS' ASSOCIATION.

The growing interest in the improvement of the breeds of domestic animals is evidenced in the proceedings of the Improved Stock Breeders' Association. The apparent benefit of feeding grain to live stock, instead of shipping it out of the State, has directed attention to the profitableness of improved breeds; and almost incredible advancement has been made during the past twenty years in improving the quality of our domestic animals. This association has contributed largely to this progress.

The number and value of live stock in 1889 were as follows: Horses 1,053,193, valued at \$78,975,376; mules 47,018, valued at \$4,003,124; milch cows 1,293,095, valued at \$22,861,880; other cattle 2,095,253, valued at \$42,865,531; hogs 6,750,000, valued at \$39,082,500; sheep 540,700, valued at \$1,322,559. Aggregate value, \$189,110,970.

THE DAIRY COMMISSIONER.

The work of the Dairy Commissioner's office was so well performed, during the period contemplated by the original act for its existence, that the Twenty-second General Assembly determined to make the office a permanent one. While the law does not prohibit the manufacture and sale of imitation butter or cheese, its practical operation has virtually brought about such prohibition. The commissioner reports that there never has been a manufactory of oleomargarine in this state and there never has been issued any federal "license" for the sale of that article in the forty-nine counties constituting the Dubuque internal revenue district. Eight establishments paid the internal revenue tax in the southern district for the revenue year ended April 30, 1888. This number was reduced to six the following year; and since last May no one holds a federal license anywhere in the State. The limited number issued last year is more gratifying because the manufacturers of oleomargarine through their agents offered to pay the tax for dealers who would sell their goods. The co-operation of the national and state authorities is complete, and through their combined efforts the sale of simulated dairy products has been quite effectually stopped.

In the year 1888, 618 creameries produced 41,576,548 pounds of butter. In 1889 there were 683 creameries, with product estimated as fifteen per cent larger than that of the previous year. In 1888 there were 104 factories, making 4,406,098 pounds of cheese;

in 1889 there were 164 factories. The estimated value of all butter, and cheese made at the factories last year, is \$16,779,235.89, assuming that the amount of dairy butter is no greater than it was in 1884, of which report is made in the census of 1885.

I concur in the commissioner's suggestion that the State provide for the publication of the annual report of the Iowa Butter, Cheese and Egg Association. The growing importance of this interest certainly warrants the State's assuming this expense.

The expense of the commission to the State, during the two years ended Oct. 31, 1889, amounted to \$5,523.68, an outlay amply justified by results.

VETERINARY SURGEON'S OFFICE.

The State Veterinary Surgeon reports that his attention has been more especially directed to the adoption of precautionary measures to avert the introduction of disease among horses and cattle. The Texas fever, under the operation of the act of 1886, has practically disappeared. Glanders among horses is also disappearing, and the surgeon hopes that the State will before long be free from the malady.

The annual allowance of \$3,000 for this office is insufficient. In view of the fact that with the present appropriation it is not possible to secure the performance of the work contemplated by the law and such work as should be done, I recommend that the appropriation be increased to \$5,000 per annum.

HOG CHOLERA.

More efficient measures to stamp out hog cholera whenever and wherever it appears should be provided for. There is no evidence that it is increasing, yet the annual losses from it are large. It is not creditable to the intelligence of our people to allow this disease to run its course. Much might be done by preventive measures to check it. It sweeps away tens of thousands of hogs nearly every year, when with a small expenditure of money it could be stamped out or the losses much reduced.

WEATHER SERVICE.

The Iowa Weather Service has completed its twelfth year under state auspices. The data gathered by the director during many years are of permanent value, and are calculated to dispel the er-

roneous notions concerning violent atmospheric disturbances in Iowa that are too widely entertained beyond our borders. If, however, the service could in some manner be connected with that of the federal government, so that we could have daily reports and prognostications made in and for the State, its practical value would be greatly enhanced.

ROADS.

It is not an extravagant statement that the taxes collected for the care of highways in Iowa yield a smaller return proportionately than any other imposts. The manner in which these taxes are used is a reproach to people ordinarily provident in private matters. The amount annually expended on the roads is greater in the aggregate than the total of the state taxes, yet the highways can hardly be said to be much improved by such expenditure. Chapter 200 of the acts of the Twentieth General Assembly contemplated a remedy by providing that the board of supervisors might levy a road-tax on the whole county, the proceeds to be expended under the direction of the board. The same act authorized the trustees to make of a township a single road-district on petition of a majority of the voters, and empowered them to let the work by contract, or appoint a superintendent to have charge of it for the township. It is believed that very few townships have availed themselves of this provision for securing better management of highway work. The requirement that a majority of the voters must petition for the system practically prevents its adoption. It would be better to authorize the trustees to submit the question of the adoption of the system to the people of the township at a general or special election. Good roads are desirable, and the demand for improved highways is almost universal. The farmers should lead in this reform; for by better roads their lands are increased in value and the markets brought nearer to them.

RAILROADS.

The last General Assembly enacted a law to regulate the business of railroad corporations and other common carriers in the State. The fact that the act passed both houses without a dissenting voice proved that great care and intelligence had been exercised in framing it. Experience has since demonstrated the wisdom and justice of the measure. The companies made strenuous efforts to defeat the enactment and afterwards the enforcement of the law. Failing

in the attempt, they advanced local freight rates, immediately after the adjournment of the General Assembly, from 20 to 30 per cent.

The commissioners proceeded under the law to prepare a schedule of rates for the roads. They endeavored to give, as far as it was possible, relief to the business interests of the State, which had been greatly depressed by unjust rates; and at the same time to grant the carrier a reasonable compensation for the service rendered. The rates fixed by the commissioners were not as low as the lowest, nor as high as the highest, which had been charged by the railroads, but were, as near as could be ascertained, a fair and just average of the rates upon which business had been actually done. The commissioners, with a due regard for all interests, had but one object in view—the general prosperity of the State. When the rates were under consideration, the representatives of the railroad companies conferred freely with the commissioners, and brought every influence to bear upon them to secure a tariff agreeable to their wishes. Upon the completion of the schedule the commissioners caused it to be published, as required by law, and fixed June 28, 1888, as the day on which it was to take effect. They also expressed themselves ready to modify any rate whenever it should be demonstrated that it was either too high or too low.

After having secured from the commissioners such modifications of the schedule as they could, the railroad managers proceeded to enjoin them in the federal court from enforcing it. The Attorney-General commenced a large number of penalty suits in the state courts against various companies, to compel compliance with the law. Soon after, upon the application of a number of shippers, the commissioners modified the original schedule by the adoption of the Western Classification. The railroad managers now again applied to the federal court for an injunction, but were refused; whereupon they adopted the commissioners' tariff, and I directed the Attorney-General to discontinue the prosecution of the penalty suits.

They showed their resentment, however, by discharging a large number of employees and greatly reducing the train-service. This reduction caused much inconvenience to the public, and doubtless diminished the revenues of the companies, while the discharge of so many faithful employees was an act of great injustice. The discontinued trains have since been restored, and the roads have never been so crowded with business as at present, nor has the service ever been more satisfactory to the people.

Quite recently the companies also dismissed their injunction suits,

thus admitting the reasonableness of our rates and the groundlessness of their complaints against the legislation of the last General Assembly. It is now generally admitted that our present local freight tariffs are more equitable than any previously in force in the State; and it affords me pleasure to say that there is at present little friction between the railroad companies and the people.

The number of miles in operation on the 30th day of June, 1889, was 8,346, of which 21 miles were built from July 1, 1888, to June 30, 1889. The number of miles built from July 1, 1889, to January 1, 1890, was 90. The total number of miles now in operation is therefore 8,436. Several lines have recently been projected which will probably be built in the near future. The gross earnings for the year ending June 30, 1889, were \$37,469,276.26, being an increase of \$193,689.58 over the preceding year, notwithstanding the losses occasioned by the reduction of train-service. The operating expenses during the year were \$25,607,986.17, which is \$689,197.75 less than the expenses reported for the preceding year, but exceeds the expenditures for the year ending June 30, 1887, by \$1,404,975.46.

The net earnings of the roads, after the payment of operating and other expenses, including taxes, was \$11,861,310.09, an increase of \$862,887.19 over the preceding year. It will be noticed that, while the taxes are but little more than two and one-half per cent of the assessed value of the property, the net income is over twenty-seven per cent of that valuation. The total assessment of railroad property in the State is \$43,271,008, on which the various taxes paid amount to \$1,108,831.72. The statistics which the railway companies furnish concerning the business done by them are vague, incomplete, and unreliable. But although they present the business and earnings of the companies in the most unfavorable light, they show conclusively that the criticism of our policy so frequently indulged in by railroad journals is due either to an inexcusable ignorance of facts or to a wanton disregard of truth.

It must be evident to the impartial observer that the legislation of the Twenty-second General Assembly has had most gratifying results. The law making the office of railroad commissioner elective has not detracted from the efficiency of the board. The voters, fully realizing the importance of the office, have manifested great freedom from party ties in the election of commissioners. The duties of the commissioners during the last two years have been much more arduous than usual, and their responsibility has been correspondingly great. They have performed their work with

fideliety and unusual discernment, showing a due regard for the interests of all concerned.

A few amendments to our present law to enhance its efficiency are advisable. The commissioners should be authorized to make joint tariffs. There seems to be at present no necessity for the enactment of a maximum tariff schedule, yet contingencies may arise which would make such a statute desirable. Passenger fare on first-class roads should be reduced to two cents per mile. Experience here and in Europe has shown that the low rate is the most remunerative. The practice of profusely distributing passes has been abandoned, but free transportation is still furnished under various pretexts to favored individuals and even public officials, contrary to law. Sufficient penalties should be provided to correct this abuse. No pass is offered to a public officer at the present time without an improper motive. Officials who have to deal with questions arising between the people and the railroad companies will be held in distrust as long as they continue to accept favors of this kind. All corporations for pecuniary profit should be required to report annually the names of their stockholders and the amounts of their income, expenditures, assets, and liabilities. Such corporations as railroad, telegraph, and telephone companies should also be required to report what salaries are paid to their officers and employes, and railroad companies should be compelled to make their reports in such a manner as may be required by the commissioners. Publicity in corporate transactions is unfavorable to the development of abuses.

Rates should not be increased or train service diminished without the approval of the commissioners, who should also be vested with authority to examine into the business of the companies, and for this purpose to summon persons, and call for papers, books, and accounts. Such a requirement is necessary to prevent abuses and to enable the commissioners to discharge intelligently their duties. That it is the duty of boards of railway commissioners to protect the interests of the people, and that this, indeed, is the very object for which they have been called into existence, has been asserted by the Interstate Commerce Commission and other high authorities. Secret contracts and subsidizing should not be permitted, nor should companies or their managing officers be allowed to engage in coal-mining, meat-packing, or any similar business without the permission of the commissioners. No disinterested person will object to this. The energy of our people should be encouraged to engage in diversified occupations; and their enterprise should not be crippled by

such manifestly unfair competition. Only when railroad companies have entirely abandoned the practice of engaging in branches of business foreign to their mission, as well as such evasions of the law as rebates, drawbacks, over-billing, and under-billing, will there be an equal contest for all in the arena of legitimate enterprise.

A law should be enacted prohibiting the running of any but necessary trains on the Sabbath. The old car-couplers and hand-brakes should be abolished, and the companies be required to adopt modern appliances. Both the men who are engaged in this hazardous occupation and the traveling public have a right to demand such a change; and the owners of railroad property should not object to it on economic grounds.

Officers of railroad companies have charge of a business that is public in its nature, and should be required to take an oath to support the constitution and laws, similar to that exacted of directors of national and savings banks.

The companies should give more attention to the improvement of their property. The old wooden bridges should give place to structures of iron and stone, and good depots should be built in place of the hovels now used for such, some of which are returned in the companies' assessment reports valued at only ten dollars each. The commodious and beautiful depot recently built by the Illinois Central Railway Company at Dubuque and the union depot at Ottumwa are worthy of imitation.

The railroad property of the country is practically controlled by a few persons whose constant endeavor is to direct public opinion in their interest. To this end they have secured, by subsidy or ownership, control of the columns of some of the prominent journals of the country, which, in the guise of impartial advisers, advocate the cause, and keep constantly before their readers the views, of railroad managers. The people should not permit themselves to be thus deceived.

Railroads have been called into being by the people to promote the common welfare, and the State can tolerate neither usurpation of power nor conspiracy on the part of its creatures. Bankers' triangles, gentlemen's agreements, and all other trusts and combinations, with their own code of laws and a system of enforcing penalties upon their members, must give way to fair dealing and obedience to the sovereign power of the State. We are building for the future, and the importance of keeping intact those principles which lie at the foundation of every government of, for, and by the people cannot be overestimated. The railroad business is still in its

infancy. Those only who comprehend the magnitude of this country and its possibilities, with a population doubling every twenty-five or thirty years, can have an adequate conception of the future vastness of the railroad interests and appreciate the necessity of timely and wise legislation.

THE DEEP HARBOR MOVEMENT.

The friends of the interstate deep harbor movement are numerous throughout the West; and they are zealous in their efforts to secure a harbor on the Gulf of Mexico, of sufficient width and depth for international commerce and the naval necessities of our country. The movement is believed to be of great importance to the agricultural and commercial interests of the West, and is worthy of your attention. I suggest the advisability of memorializing Congress upon this subject.

PUBLIC PRINTING AND BINDING.

Under the operation of the law of the last General Assembly relating to the printing and binding of public documents there has already been a saving, since the beginning of the present biennial period, of \$5,892.94 in printing, and \$3,208.41 in binding. There is additional economy in the reduced quantity of paper used. The saving for the term will probably amount to not less than \$30,000. An error crept into the law, which provides in certain cases for the distribution of more copies of reports than are ordered printed. This should be corrected.

PUBLIC BUILDINGS AND PROPERTY.

The expense of maintaining the state capitol, including the compensation of engineer, mail-carrier, police, mechanics, janitors, and watchmen, as well as the cost of fuel, gas, water, ice, telephone service, repairs, etc., was \$24,851.83 for 1888, and \$18,181.67 for 1889, or \$43,033.50 for the two years ending December 31, 1889. The quarterly reports of the Custodian, containing itemized accounts of the various expenditures, are on file in the executive office. An act of the last General Assembly provided for building the south and west steps and finishing the exterior of the capitol, and appropriated therefor the sum of \$17,000. This work was done under the direction of the Executive Council at an expense of \$16,796.57, leaving a balance of \$203.43, which the Custodian recommends to be used for painting the window-sills and finishing the outside doors.

He also recommends that an appropriation of \$25,000 be made for painting and frescoing all the corridors, committee-rooms, and offices on the basement floor, as well as the five unfinished rooms in the first story, and that the office of Adjutant-General and Quartermaster-General be moved to the capitol. Both of these recommendations meet my approval.

Should the General Assembly not deem it advisable at this time to assign rooms to the Adjutant-General at the capitol, provision should at least be made for the better preservation of the battle-flags of the Iowa regiments during the late war, which are now kept at the arsenal. These flags should be removed to the capitol and placed in hermetically sealed glass cases, accessible to all visitors.

Chapter 192 of the acts of the Twenty-second General Assembly authorized the Executive Council to sell the property known as the old capitol, on such terms as might be deemed for the best interests of the State. The property was advertised for sale, and sealed bids for it were received by the Executive Council, the highest being \$5,150. This price being deemed inadequate, all bids were rejected.

CAPITOL GROUNDS.

The improvement of the capitol grounds ought to be begun at an early day. The grounds should be in keeping with the capitol, which is one of the most beautiful on the continent. The expense of properly laying out the grounds was estimated by the board of capitol commissioners at \$130,786.11. Since that estimate was made some grading has been done without expense to the State. The sum of \$125,000 would probably be sufficient to complete this work. The Custodian recommends that \$50,000 per annum be appropriated for three years for the work on the grounds and the interior of the building.

SOLDIERS' MONUMENT.

The last General Assembly appropriated the sum of \$5,000 to be expended under the direction of the Executive Council in the preparation of a site and foundation on the capitol grounds for a monument to be an expression in material form of the patriotism, courage, and soldierly bearing of the soldiers of Iowa during the War of the Rebellion. It also appointed a commission with authority to advertise for and examine plans for such a monument, and report to the next General Assembly. When advertising for the

plans, the commission offered three prizes, viz: \$500 for the best design; \$250 for the second best; and \$150 for the third. About fifty designs were submitted and examined by the commission.

The first prize was awarded to Mrs. Harriet A. Ketchum, of Mt. Pleasant; the second to Robert Kraus, of Boston; and the third to J. D. Hunter, Jr., of New York.

The Executive Council did not deem it advisable to take any steps towards preparing a site and foundation for the monument, because, as the plan of the monument was yet to be decided upon, that for the foundation was necessarily involved in uncertainty. The capitol grounds do not afford a proper site for such a monument as should be erected. Could the two blocks east of the capitol be secured at a reasonable cost, it appears to me it would be advisable for the State to purchase them. With these two blocks added to Capitol Square, a beautiful site for the monument would be secured.

There is much diversity of opinion concerning the character of the monument to be erected. Many favor a memorial hall in preference to any other kind of structure. Whatever shape it may take, this monument should be such a memorial of the heroism of the soldiers of Iowa as will reflect credit on the State.

SUFFRAGE FOR WOMEN.

I again call attention to the question of extending to women the right of voting at municipal elections. The continued good results of its exercise in our sister state Kansas re-enforce the arguments in favor of trying the experiment in Iowa. In many of the states women vote for members of school-boards, and I see no reason why they should not do so here. It is worthy of note that the territory of Wyoming, after years of experience with woman suffrage at all elections, has recently with great unanimity ingrafted the principle into the constitution with which it is now seeking to enter the Union.

AUSTRALIAN BALLOT SYSTEM.

The system of voting known as the Australian ballot is at present receiving unusual attention in all parts of our country. It has already been adopted in some of the states, and indications point to its adoption in most of them, at least where honest elections are desired. There can be no objection to any reasonable legislation designed to

secure to the voter the right to cast his ballot according to his own judgment, and to have that ballot honestly counted. Without this, the elective franchise is largely a delusion. The main features of the Australian ballot system ought to be adopted, viz.:

First. The printing of all ballots by the government.

Second. The seclusion of the voter when he prepares his ballot.

It is equally important with the secrecy of the ballot that the voting be confined to those who are qualified electors. An act of the Twenty-first General Assembly provided for a complete registration of the voters in all cities at every election. This being found somewhat vexatious, the Twenty-second General Assembly limited the application of the act to cities having over 2,500 people, and required complete registration only once in four years. The amended act is defective in making no adequate provision for eliminating from the registry of a precinct the names of those who have ceased to be voters therein. This should be remedied.

ATTORNEY-GENERAL.

The Attorney-General should be required to keep an office at the state capitol where he can be consulted at all times. The present salary, however, is so meager that such a requirement would be unreasonable. The business of the office is increasing from year to year, in both volume and importance, and the State should not be kept at a disadvantage through inability to furnish adequate talent to meet in legal controversy the able counsel employed by large and wealthy interests. This office should command the best legal talent in the State. I recommend that the salary of the Attorney-General be increased to \$3,500 per annum, and that provision be made for an assistant with a salary not to exceed \$1,500 per annum.

JURIES.

Two years ago I called attention to the necessity of improving the character of juries. That necessity still exists, and the importance of a reform cannot be too strongly impressed upon the General Assembly.

TEMPERANCE.

With a better comprehension of the magnitude of the evils arising from the use of intoxicating liquors, the people of the country at large become more and more impressed with the necessity of

such legislation as will discourage its sale and use. Their education and prejudices prompt them to differ, however, as to the best measures to be adopted for the accomplishment of this object. Circumstances vary so much in different places as to cause men of equally good judgment and intentions to arrive at different conclusions.

A brief history of the legislation of Iowa upon this subject may aid us in determining what course to pursue in the future. A law was passed in territorial times prohibiting the sale of intoxicating liquors to Indians. In 1847 the county commissioners were authorized to submit the question of license or no license to the people of the county; and two years later to license groceries, for not less than \$50 nor more than \$125, to sell at retail intoxicating liquors. It appears that the system of licensing the sale of intoxicating liquors was unsatisfactory, and the Code of 1851 provided that the people should take no share in the profits of retailing liquor, and declared dram-shops nuisances. It also required courts and juries to so construe the law as to prevent evasions and subterfuges. In 1855 the sale of liquors, including ale and beer, was prohibited for other than medicinal and sacramental purposes. The county judges were authorized to appoint not to exceed two agents in a county to sell liquors for legitimate uses. The act also provided for the forfeiture of contraband liquors, and declared buildings and grounds where such liquors were sold nuisances. This law was submitted to a vote of the people in April, 1855, and was ratified by a majority of 2,910 in a total vote of 48,200. In 1857 the act authorizing the county judge to appoint agents for the sale of intoxicating liquors was repealed, and any citizen of the State, other than the keeper of a hotel, saloon, or eating-house, a grocer or confectioner, was permitted to buy and sell such liquors for mechanical, medicinal, culinary, and sacramental purposes, provided he first procured from twelve citizens of the township a certificate of character and executed a bond of \$1,000. In 1858 former acts were so amended as to permit the sale of beer, cider, and home-made wine. In 1862 an act was passed making the liquor-seller liable for damages for injuries resulting from the sale of intoxicants.

After the enactment of the law of 1858 saloons increased in the State at a rapid rate. Their evil effect soon became apparent, and it was but a few years before temperance people petitioned the legislature to repeal the "wine and beer clause." An act to that effect passed the House several times, but was defeated in the Senate by

a close vote. In 1880 the General Assembly passed a resolution providing for the submission to the people of a constitutional amendment prohibiting the manufacture and sale of all intoxicating liquor as a beverage. A similar resolution passed the legislature of 1882, and the amendment was adopted by the people on June 27, 1882, by a majority of nearly 30,000 votes. It thus appears that the sale of intoxicating liquors as a beverage, exclusive of wine and beer, has been continually prohibited since 1855.

The people of Iowa have twice voted on the question of prohibition, and both times expressed themselves emphatically in favor of it. Our present statute was passed by the Twentieth General Assembly, and came into force July 4, 1884. Since that time about three thousand saloons have been closed in Iowa. The law has steadily grown in public favor, and during the last two years has been nearly as well enforced in ninety counties of the State as any other law. There is, indeed, every reason to believe that in these ninety counties it is better enforced than any license law was ever enforced in Iowa, and even better than any high-license law is now enforced in any other state in the Union. The reports from the states which have license laws bear me out in this assertion.

It is contended that we cannot abolish the saloon, and that we should therefore make it respectable, and minimize the evils attendant upon it, by high license. I am not prepared to believe that such a policy will ever receive the sanction of the good people of Iowa. The gilded or so-called respectable saloon is a tenfold more dangerous allurements for our boys than the squalid outlawed whisky-den. If the sale of liquor as a beverage cannot be entirely suppressed, let it be monopolized by boot-leggers and the keepers of dens and holes-in-the-wall. Nor is high license a remedy for the evil: while it reduces the number of saloons, it does not materially diminish the amount of liquor consumed. It is easy for the theoretical mind to formulate an ideal high-license law, and for the lively imagination to conceive its strict enforcement. But experience has shown that the difficulties attending the enforcement of such a law are no less than those attending the enforcement of prohibition.

But if we must have the saloon, why place a high tax upon it? We might as well tax the gambling-house and the brothel. It is the theory of our law to tax property for the support of the government. The saloon-tax, however, is as a rule not paid by the owners of large property, but by people of small means. Is it the standard of Iowa manhood to rob women and children of the

earnings of their husbands and fathers for the purpose of relieving property owners of the payment of legitimate taxes? Yet it is not true that the licensing of saloons reduces taxation, for the increase in the expenses of the courts, poor-houses, and prisons far exceeds the tax collected from the saloon. Besides, three-fourths of the losses and bad debts incurred by business men can be traced directly or indirectly to the evil of intemperance.

If, however, the mere payment of a high license fee were calculated to lessen the evil effects of the traffic in intoxicants, an ample field of labor would be afforded those who believe so in endeavoring to secure an increase of the federal retail liquor tax from \$25 to \$250 or even \$500. All could then work for the same cause, each on his own line.

It is claimed that we cannot enforce our law, and should therefore repeal it. This is not creditable to the people of Iowa, who as a rule are law-abiding citizens. The argument would apply with equal force to gambling-places and houses of ill-fame. While it is a lamentable fact that such places exist in many of the cities of Iowa, no one would advise the repeal of the laws against them.

The enforcement of the prohibitory law has to encounter the opposition of those who are either directly or indirectly interested in the profits of the sale of liquor, of those who desire its use as a beverage, of those who value political success above principle, of those who believe that it cannot be enforced, and of those who claim that it is damaging to the material welfare of the State. Yet in spite of all this opposition the policy has more and more gained the confidence of our best people. Thousands of those who voted against the constitutional amendment, in the belief that such a law would prove a dead letter, are now convinced that it can be enforced, and demand its retention. Sioux City, Des Moines, Cedar Rapids, and Ottumwa have banished the saloon, and yet they are among the most prosperous cities in the State. The law in all its features has been tested in the highest state and federal courts until the ingenuity of its opponents is nearly exhausted. These tests have fully established the principle that the State has the right to prohibit the manufacture and sale of any article the traffic in which it may consider injurious to the common welfare. The benefits which have resulted to the State from the enforcement of this law are far-reaching, indeed.

It is a well-recognized fact that crime is on the increase in the United States, but Iowa does not contribute to that increase. While the number of convicts in the country at large rose from one

in every 3,442 of population in 1850 to one in every 860 in 1880, the ratio in Iowa is at present only one to every 3,130. The jails of many counties are now empty during a good portion of the year, and the number of convicts in our penitentiaries has been reduced from 750 in March, 1886, to 604, July 1, 1889. It is the testimony of the judges of our courts that criminal business has been reduced from 30 to 75 per cent, and that criminal expenses have diminished in like proportion. There is a remarkable decrease in the business and fees of sheriffs and criminal lawyers, as well as in the number of requisitions and extradition warrants issued. We have less paupers and less tramps in the State in proportion to our population than ever before. Breweries have been converted into oat-meal mills and canning factories, and are operated as such by their owners. The report of the Superintendent of Public Instruction shows an increased school attendance throughout the State. The poorer classes have better fare, better clothing, better schooling, and better houses. The deposits in banks show an unprecedented increase, and there are everywhere indications of a healthy growth in legitimate trade. Merchants and commercial travelers report less losses in collections in Iowa than elsewhere.

It is safe to say that not one-tenth, and probably not one-twentieth, as much liquor is consumed in the State now as was five years ago. The standard of temperance has been greatly raised, even in those cities where the law is not yet enforced. Many a man formerly accustomed to drink and treat in a saloon has abandoned this practice in deference to public opinion. When a bill was introduced in the Seventeenth and Eighteenth General Assemblies providing that no saloon license should be granted in a city of the first class for less than \$200, those who represented these cities voted almost unanimously against the measure, doubtless because they regarded such an amount exorbitant. It appears that these communities are now prepared to sanction a law fixing \$500 as a minimum license fee. It would be difficult to find a better illustration of the growth of public sentiment upon this question.

The opponents of the law endeavor to convince us that the result of the last election is a verdict against prohibition, and even some of its ardent supporters were at first inclined to accept this interpretation. Nothing can be presented, however, to warrant such a conclusion. In four general elections following the enactment of prohibition, the people unmistakably expressed their approval of the law, and an analysis of the vote of the last election fails to

reveal any decided change in public sentiment upon this question. It is true that the agents and adherents of the liquor interests, encouraged by the recent defeat of prohibition in several eastern and southern states, made another effort to break down the prohibitory law of Iowa, while our temperance people, resting secure in the belief that prohibition was the settled policy of the State, took little or no part in the canvass, and thousands of them did not even go to the polls. Moreover, many who did go had their attention fixed upon other important issues involved in the election. It is, therefore, an unwarrantable claim that the vote implied a rebuke to prohibition.

The present law was enacted in response to a popular demand, as evidenced by the majority of 30,000 votes cast in favor of the prohibitory amendment. There can be no doubt as to the meaning of that election. Had the women of lawful age been permitted to vote, the majority would probably have been more than 200,000. It is the duty of the legislative power to respect the rights of all citizens of the commonwealth, of non-voters as well as of voters. I cannot impress upon you too strongly the enormity of the multifarious evils radiating from the saloon, and the necessity of wise action on your part. A great public policy once adopted should be retained sufficiently long to be thoroughly tested. The law can be enforced throughout the State without any radical change in our methods. That it can now be enforced in the cities where it is most obnoxious, if only the officers of the law are disposed to do their duty, has been demonstrated during the past year by Mayor Irwin of Keokuk and Mayor Chase of Clinton. All good citizens are interested in the promotion of temperance, and it is their duty to lend their best efforts to the enforcement of whatever laws are enacted to further that cause.

Our courts show a marked improvement in dealing with this question, nearly all of the judges being now disposed to enforce the law, whether they are in sympathy with it or not. In those counties where the law is not enforced, the fault lies almost invariably with the executive officers. The constitution provides that the Governor shall take care that the laws are faithfully executed, and the statutes authorize him to suspend any state officer for cause. But a county officer may willfully neglect his duty, and the Governor has no power to call him to account. If provision were made for the suspending for gross negligence of such officers as are charged with the enforcement of the law, and ample funds were

placed at the command of the Governor to aid prosecutions, the saloon would soon be a thing of the past in Iowa.

I think the law should be amended so as to prevent undue searches of private houses, and malicious prosecutions; but no compromise should be made with the saloon. Liquor men favor high-license against prohibition, low license against high license, and no license against low license. They know no party in politics save that which does their bidding. Prohibition should, as far as possible, be emancipated from the party caucus and its influences, and a different policy ought not to be adopted until the question has again been submitted to the voters of the State at a non-partisan election. Such a great moral movement should be intrusted to its friends and should not be permitted to impair political parties.

The law has been more successful and by far more beneficial than its most hopeful friends anticipated. Its enemies have endeavored to create the impression beyond our borders that it has been a failure, but the cry of failure may be heard in every great contest. It is the watchword of the straggler. During the War of the Rebellion, within a few months of the final downfall of the Confederacy, it was declared by a great political party in its national convention that the war was a failure; but that cry did not dismay the legions of boys in blue, who, battling for the right, stood firm until the victory was won; and as the millions of happy people now bless those sturdy defenders of the Union, so will in days to come when the saloon is completely banished from our fair state, every hearthstone invoke blessings upon those who now remain true to their convictions of right and the obligations of their trust.

MISCELLANEOUS RECOMMENDATIONS.

Biennial Reports.—The reports of the Dairy Commissioner, Veterinary Surgeon, and Dental Examiners are now required to be made annually. I recommend that provision be made for biennial reports instead, in conformity with the rule obtaining in this state. I also recommend that the report of the Dairy Commissioner be published separately, and not, as now required, with the report of the State Agricultural Society.

Constitutional Convention.—Provision should be made by the General Assembly for canvassing the vote required by the constitution to be taken at the next general election on the question, "Shall there be a convention to revise the constitution, and amend the same?"

Biennial Elections.—Steps might also be taken towards amending the constitution so as to do away with general elections in the odd-numbered years.

Civil Service.—Every encouragement should be given to the civil service reform movement; and wherever the General Assembly can advantageously apply the system to any branch of the state government, it should, in the interest of the public service, not hesitate to do so.

District Judges.—Court business has decreased to such an extent that the number of district judges might be reduced from forty-four to forty, without detriment to the administration of justice.

Agricultural Institutes.—An appropriation of at least \$5,000 should be made to aid agricultural institutes.

Fencing Railroad Tracks.—I recommend that chapter 30, laws of the Twenty-second General Assembly, be amended by extending the time allowed for fencing the tracks of railroads, and also to relieve the companies from penalties for failure to comply with the act. Several companies could not well comply within the time named, and it is only reasonable to extend it.

Mine Escapes.—I recommend that chapter 21 of the acts of the Twentieth General Assembly be amended by allowing, in mines employing less than twelve men, a period of three years in which to complete the outlets or escapes required by section 8 of the act.

Divorces.—The ease with which divorces are procured is discredit to our institutions and a menace to society. I recommend a careful revision of the statute relating to this subject.

Notarial Commissions.—The fees for issuing commissions to notaries public and commissioners of deeds should be raised to three dollars and five dollars respectively.

John Tolman School-Lands.—The interest should be stopped on the undrawn portion of the John Tolman school-lands claims.

Telegraph tolls should be fixed by law. I regard twenty-five cents a reasonable compensation for a message of twenty words between any two points in Iowa.

I would also recommend that Congress be memorialized in favor of the postal telegraph system recommended by the Postmaster-General.

—Moneys appropriated for state institutions should only be drawn as needed, and should not be allowed to accumulate in the hands of their treasurers.

—Appropriations should be made to provide the Soldiers' Home and the hospitals for the insane with elevators.

—Provision should be made to have inmates of the Soldiers' Home who may become insane classed at the hospitals as state patients.

—The commissioners of the Soldiers' Home should receive compensation for their services, like the trustees of other state institutions.

—The statutes of the territory of Iowa, which are now out of print, ought to be compiled and republished, together with those of the territories of Michigan and Wisconsin affecting Iowa. The acts of the first and fifth, and perhaps of some other early general assemblies, are also becoming very scarce, and might be reprinted with advantage.

—As soon as the corresponding change can be made in the membership of the Senate, the number of Representatives should be reduced to ninety-nine.

CONCLUSION.

I cherish the fond hope that you will not disappoint the expectations of your constituents. It is a high honor to be called upon to legislate for a free people, and a higher one still to so legislate as to enhance the security of life and property, to promote education and morality, to protect the weak and ameliorate the condition of the unfortunate. You should not serve any individual, class, or locality; but to add to the welfare and prosperity of the State should be your only aim. You should remember that, while wealth and power are always vigilant in the protection of their interests, the weak and the poor must rely upon your sense of fairness and justice for protection. All interests should be given a public hearing, but the character of the men representing such interests and the motives governing their action should be kept in view. Subsidized agents should not be permitted to creep into your confidence in disguise. All private communications from professional lobbyists should be viewed with suspicion; and while a question is before the house, the legislator should be as loath to accept suggestions from interested persons as is the judge on the bench. Fundamental principles should at all times be kept in view. You cannot afford to ask favors from corporations for your constituents, but you should always demand for them their rights. There is every year a greater disproportion between the rich and the poor; and the legislator should not ignore the tendency of wealth to concentrate, but should carefully consider every measure likely to affect, directly or indirectly, the accumulation and distribution of wealth. You should practice rigid economy in public expenditures, never losing sight of the pub-

lie interest. Appropriation bills and other important measures should be presented early and carefully considered, and should under no circumstances be permitted to be crowded into the closing hours of the session. No just measure need fear investigation or discussion.

In the discharge of my official duties it has been my earnest endeavor to promote the welfare of the commonwealth by divesting myself of all personal, local, and partisan considerations, and rendering obedience only to the law and the dictates of my conscience.

In severing my connection with the state government, I desire to express my appreciation of the efficient aid and the many courtesies received at the hands of those associated with me in the administration of state affairs. It gives me great pleasure to bear testimony to their industry, ability, and devotion to duty. Above all I desire to thank the people of the State for the confidence and support which they have so generously extended to me during the past four years. The many words of encouragement and commendation which I have received I shall ever hold in grateful remembrance. Let me bespeak the same kind consideration for my successor.

WILLIAM LARRABEE.

February 12, 1890.

SUMMARY OF SPECIAL APPROPRIATIONS ASKED FOR.

University.....	\$ 225,500
Normal School.....	62,100
Agricultural College.....	61,500
Soldiers' Orphans' Home.....	62,700
College for the Blind.....	9,000
Institution for the Deaf and Dumb.....	33,150
Institution for Feeble-minded Children.....	80,400
Hospital for the Insane, Mt. Pleasant.....	49,600
Independence.....	34,000
Clarinda.....	314,500
Penitentiary at Ft. Madison.....	11,700
Anamosa.....	68,700
Industrial School, Boys' Department.....	35,100
Girls' Department.....	29,350
Soldiers' Home.....	40,750
Proposed Industrial Home for the Blind.....	85,000
Capitol and Grounds (for biennial term).....	100,000
Soldiers' Monument (for same period).....	66,000
Total.....	\$ 1,869,050

Besides, additional permanent annual appropriations are asked as follows:

Veterinary Surgeon's Office.....	\$ 5,000
Farmers' Institutes.....	5,000

ANNUAL EXPENSES PER CAPITA OF THE VARIOUS STATE INSTITUTIONS.

NAME OF INSTITUTION.	Average number at institution.	Per capita, based on support.	Per capita, based on amount of support, salaries and wages.	Per capita, based on amount of all ordinary expenses, including contingencies.
University (a).....	(c) 586	\$ 141.95		\$ 145.58
Normal School (b).....	294		\$ 39.56	46.62
Agricultural College.....				
Soldiers' Orphans' Home.....	341	115.88		
Soldiers' Home.....	306	123.44	147.46	
College for the Blind.....	138		216.66	230.55
Institution for the Deaf and Dumb.....	270		228.31	
Institution for Feeble-minded Children.....	379		162.95	166.92
Hospital at Mt. Pleasant.....	742	175.38		179.08
Hospital at Independence.....	776	181.75		184.01
* Hospital at Clarinda.....	232	107.42		
Penitentiary at Fort Madison.....	353	89.09	107.46	179.86
Penitentiary at Anamosa.....	264	164.50	207.13	212.33
Girls' Industrial School.....	110	131.38		141.87
Boys' Industrial School.....	348	104.00		107.35

* 6½ months.

(a) There was received from each University student on an average \$33.67 for 1887-8, and \$35.39 for 1888-9, or \$34.53 for each year.

(b) There was received from Normal School students an average of \$10. The law authorizes this institution to collect not to exceed \$6 per term for tuition, if thought to be needed. No report is made of any such collection during the last term.

(c) The average for the two years of the whole number enrolled at the University is given; it being found impossible to ascertain the average attendance which is made the basis of calculation at all the other institutions. The annual average at the Normal School is assumed to be equal to one-twentieth of the number of dollars paid into the contingent fund by the students during the two years. This makes perhaps a high average, but it is approximately correct.

INDEX.

	PAGE.
Adjutant-General.....	49
Agricultural College.....	31, 37
Agricultural Institutes.....	58
Agricultural Society.....	39
Agriculture.....	38
Aldrich Collection.....	26
Annual Expenses per capita of the various State institutions.....	62
Assessment and Taxation.....	32
Attorney-General.....	51
Australian Ballot System.....	50
Banks.....	31
Battle-Flags.....	49
Biennial Elections.....	58
Binding, State.....	48
Blind, College for the.....	25
Blind, Home for the.....	26
Board of Health.....	27
Boat Inspection.....	35
Buildings and Property, Public.....	48
Butter, Cheese and Egg Association.....	42
Capitol.....	49
Capitol Grounds.....	49
Cities.....	33
Civil Service Reform.....	58
Coal-Mine Inspection.....	35
Commissioners of Deeds.....	
Constitutional Convention.....	57
County and City Indebtedness.....	33
County Treasurers.....	33
Crime.....	15, 54
Custodian of Public Property.....	48
Dairy Commissioner.....	41, 57
Deaf and Dumb.....	24
Deep Harbor Movement.....	48
Dental Examiners.....	20, 57

	PAGE
Des Moines River Lands.....	38
District Judges, Number of.....	58
Divorcees.....	58
Elections,	50, 58
Elections, Biennial.....	58
Elevators at Hospitals for Insane and Soldiers' Home.....	58
Experiment Station.....	22
Fencing Railroad Tracks.....	58
Financial.....	1
Fish Commission.....	35
Free School-Books.....	18
Historical Society.....	27
Hog Cholera.....	42
Horticultural Society.....	40
Hospital for the Insane at Clarinda.....	6
Hospital for the Insane at Independence.....	5
Hospital for the Insane at Mt. Pleasant.....	4
Hospital for the Insane, Elevators at.....	58
Industrial School.....	16
Institution for Feeble-minded.....	8
Institutions, State.....	3, 58
Insurance.....	30
Insurance Department.....	31
Investigation of University.....	21
Juries.....	51
Labor Statistics.....	34
Land Department.....	36
Library.....	26
Manufactures.....	40
Mine Escapes.....	58
Mine Inspection.....	35
Moneys for State Institutions, Drawing of.....	58
National Guard.....	29
Normal School.....	23
Notarial Commissions.....	58
Oil Inspection.....	28
Old Capitol.....	49
Pardons.....	15
Passes.....	46
Penitentiaries.....	11
Pharmacy Commission.....	28

	PAGE
Postal Telegraph.....	58
Printing and Binding, State.....	48
Prisoners' Aid Association.....	15
Prohibition.....	51
Public Buildings and Property.....	48
Public Schools.....	17
Railroads.....	43, 58
Representatives, number of.....	39
Roads.....	43
School-Fund.....	17, 33
School-Lands.....	34, 37, 58
Schools, Public.....	17
State Historical Society.....	27
State Institutions.....	3, 58
Statutes, Reprint of.....	59
Soldiers' Home.....	10
Soldiers' Home, Compensation of Commissioners of.....	59
Soldiers' Home, Elevators at.....	59
Soldiers' Home, Insane at.....	59
Soldiers' Monument.....	49
Soldiers' Orphans' Home.....	9
Stock-Breeders' Association.....	41
Summary of Special Appropriations Asked for.....	61
Swamp-Land Claims.....	37
Tama County Indians.....	19
Tariff.....	40
Telegraph Tolls.....	58
Temperance.....	51
Territorial Laws, Reprint of.....	59
Tohman School-Lands.....	58
University.....	19
University Fund.....	20
University Lands.....	30, 37
Veterinary Surgeon.....	42, 67
Visiting Committee.....	8
War Claims.....	34
Weather Service.....	42
Woman Suffrage.....	50